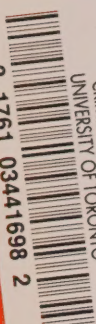


Government
Publications

CRIMINOLOGY LIBRARY
UNIVERSITY OF TORONTO



3 1761 03441698 2



Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

CONFIDENTIAL

(18) I

577

THIS DOCUMENT IS THE PROPERTY OF THE GOVERNMENT OF CANADA

SUMMARY OF THE RECOMMENDATIONS CONTAINED IN THE
REPORT OF THE CORRECTIONAL PLANNING COMMITTEE OF THE
DEPARTMENT OF JUSTICE

CENTRE OF CRIMINOLOGY
MAR - 9 1965
UNIVERSITY OF TORONTO

CORRECTIONAL PLANNING COMMITTEE

A. J. MacLeod, Q.C.
Col. J. R. Stone
J. A. McLaughlin

June 8,
1960.

THIS DOCUMENT IS THE PROPERTY OF THE GOVERNMENT OF CANADA



HV
9108
A47

SUMMARY OF THE RECOMMENDATIONS CONTAINED IN THE
REPORT OF THE CORRECTIONAL PLANNING COMMITTEE OF THE
DEPARTMENT OF JUSTICE

CENTRE OF CRIMINOLOGY
100 - 1002
UNIVERSITY OF TORONTO

CORRECTIONAL PLANNING COMMITTEE

AT 11, St. George's, O.C.

Col. J. R. Stone

J. A. Macdonald

June 8,
1974

Summary of the Recommendations Contained in the
Report of the Correctional Planning Committee of the
Department of Justice

TABLE OF CONTENTS

Chapter 1	Introduction.
Chapter 2	The Basis of the Correctional Process.
Chapter 3	Organization of the Federal Correctional Services.
Chapter 4	Classification.
Chapter 5	The Basic Features of an Institutional Program.
Chapter 6	The Adult Male Inmate as a Maximum Security Risk.
Chapter 7	The Adult Male Inmate as a Medium Security Risk.
Chapter 8	The Adult Male Inmate as a Minimum Security Risk.
Chapter 9	The Young Male Inmate.
Chapter 10	The Female Inmate.
Chapter 11	The Habitual Offender.
Chapter 12	The Abnormal Inmate.
Chapter 13	The Mentally Ill Inmate.
Chapter 14	The Contagiously Ill Inmate.
Chapter 15	The Narcotic Drug Addict.
Chapter 16	The Alcohol-Addicted Inmate.
Chapter 17	The After-Care of Inmates.
Chapter 18	The Organization and Administration of the Federal Penitentiary Service.
Chapter 19	The Staff Organization and Administration of Federal Correctional Institutions.
Chapter 20	The Selection and Employment of Correctional Staff.
Chapter 21	Correctional Staff Training.
Chapter 22	A Plan for the Development of the Federal System of Correctional Institutions.
Chapter 23	Institutional Sites, Designs, Development and Engineering.
Chapter 24	Correctional Planning and Development.
Chapter 25	The Role of the University in Federal Corrections.
Chapter 26	Public Information in the Field of Corrections.

SUMMARY OF RECOMMENDATIONS OF THE
CORRECTIONAL PLANNING COMMITTEE
OF THE DEPARTMENT OF JUSTICE

March 21, 1960

CHAPTER 1

Introduction

The terms of reference given to the Correctional Planning Committee by the Minister of Justice were as follows:

"Basic principles

The work of the Correctional Planning Committee in its study of the penitentiaries system and the proposed program of correction and reform will be based on the following principles:

- (a) that it is the fundamental responsibility of the institutional system to provide for the custody and control of inmates who are sentenced to imprisonment;
- (b) that, as stated by the Fauteux Committee, the chief purpose of punishment is the protection of the public and that this purpose is achieved in two ways: first, by the reform of the offender, that is, by ensuring as far as possible, through appropriate punishment, that he will not subsequently commit similar or other breaches of the law, and secondly, by deterring persons other than the offender from committing breaches of the law;
- (c) that punishment necessarily involves discipline, treatment, training and re-education of the offender; and
- (d) that the time during which an offender is in custody should be employed so as to promote to the greatest possible degree the object of reforming him so that he can, upon release, be rehabilitated as a useful member of society.

Functions

The Committee will be responsible for making plans and recommendations under the following headings:

1. Institutional

- (a) To plan a program for the custody, treatment and training of adult offenders, with the object of achieving the reform and ultimate rehabilitation in society of as large a number of inmates as possible, on the basis that the Dominion will

assume responsibility for persons sentenced under federal laws to terms of one year or more and that sentences under federal laws of more than six months but less than one year will be eliminated;

- (b) To plan a system of diversified institutions by means of which, in accordance with generally accepted, modern correctional principles, the program can be carried out effectively and efficiently, including recommendations for the design and location of such new institutions as may be necessary, and the phasing of a building program;
- (c) To formulate, in the planning, suitable proposals whereby effect may be given to the agreement reached at the Dominion-Provincial Conference of October 13-14, 1958, relating to the custody of convicted persons who are mentally ill, the custody of convicted persons who are under the age of 16 years and the custody of female prisoners; and
- (d) Commencing immediately, in consultation with the Commissioner of Penitentiaries to make recommendations concerning the location, design and function of any new or enlarged institutions or projects that are necessary or desirable to relieve the existing overcrowded conditions in Canadian penitentiaries, bearing in mind the necessity of integrating any new or expanded institutions into the over-all program and building plans envisaged under sub-paragraphs (a) and (b) of this paragraph.

2. Narcotic drugs

To plan a comprehensive and specialized program for the application of the entire correctional process for the purpose of achieving, as far as possible, the cure and rehabilitation of persons who, being addicted to the use of narcotic drugs, are convicted of any criminal offence. The program should be developed in consultation with the Department of National Health and Welfare, the Royal Canadian Mounted Police, the Parole Board and the Departments of the Attorney General of the respective provinces.

3. Correctional workers

- (a) To survey the present and future needs for trained correctional workers in the federal correctional field and compile information received from

Provincial Governments concerning their needs for correctional workers and the available resources for their training;

- (b) To plan a program whereby the Federal Government, in co-operation with the Provincial Governments and, where appropriate, the voluntary after-care agencies, may provide facilities for advanced training in correctional work of selected persons now employed in the correctional field by those Governments and agencies, with the object of developing the knowledge, skills and aptitudes of those employees so that they will be best fitted to perform the duties of their present employment and also be eligible to be considered for positions of increased responsibility in a modernized correctional system; and
- (c) In consultation with the Commissioner of Penitentiaries, to plan an improved program of in-service training for custodial officers employed in the penitentiary service.

4. After-care of inmates

- (a) To survey the functions now performed by the voluntary after-care agencies in the federal correctional field and, after consultation with the Parole Board and the agencies concerned, to make recommendations concerning the functions that should be performed in the federal field by those agencies in the future and also to make recommendations concerning the basis upon which the Federal Government might consider providing increased financial assistance to the agencies;
- (b) To make recommendations concerning the means whereby the operations of the federal parole service and the provincial probation services may be co-ordinated to promote efficiency and economy in the after-care of released inmates.

5. Research

To plan a program for research in the correctional field as an aid to the development and maintenance of a modernized correctional system and, in particular, in co-operation with the Dominion Bureau of Statistics, to plan a program for the production of standardized statistical information that will be of value in the planning and administration of the correctional system and the evaluation of its effectiveness.

6. Public education

To plan, as recommended by the Fauteux Committee, a program designed to acquaint the public with the purpose of a sound system of corrections and the benefits to be derived from it so as to encourage the maximum of public co-operation and support for the absorption of rehabilitated offenders again into society."

The ensuing chapters of this report summarize the recommendations in our Report. Those recommendations, and the principles from which they are derived will, in our opinion, provide a sound base for the development of a modernized federal system of corrections in Canada.

CHAPTER 2

The Basis of the Correctional Process

This chapter of the Report deals with

- (1) The basic features of the correctional system; and
- (2) The basic problem of crime in Canada.

A successful program of correction would seem to be one designed to produce a minimum level of conformity with the law on the part of the offender when he is again free in society. To this end it is not desirable to base the operation of the federal correctional system upon a purely punitive approach. The only substantial hope of protecting the public against crime lies, in the long run, in attempting in a positive way to reform the offender by correcting his anti-social attitudes or behaviour.

(1) The basic features of the correctional system.

We agree with the Fauteux Committee that the primary goals to be achieved before Canada has an adequate system of corrections are integration between all parts of the system, an extensive system of adult probation, concentration of effort on treatment by way of training, specialization of institutions and of methods of treatment, development of small, open minimum security institutions, a planned policy of recruitment and training of professional staff and a willingness to make full-scale experiments in all phases of the correctional system.

To these features we add the organization of a Corrections Branch of the Department of Justice and administration of the federal correctional system on a regional basis, a continuing program of correctional planning and development and a continuing program of public information.

The goal should be to attempt to achieve unity in command and singularity of purpose. This would logically mean that offenders who are convicted under federal laws should, for all correctional purposes arising out of that conviction, be dealt with by federal authorities. Further, there would probably be much to be gained if, ultimately, some arrangement enabled inmates who are the responsibility of the provincial governments to be dealt with, at provincial expense, by federal agencies.

(2) The basic problem of crime in Canada.

The development of a correctional program along the lines that we recommend will not solve the basic problem of crime in Canada but will only serve to prevent the problem from becoming increasingly more acute. The federal system can only operate in relation to persons who have

committed at least a first offence. The best way to prevent crime is to eradicate those influences that produce criminals. There should, therefore, be an organized, integrated approach in Canada to the problem of juvenile delinquency in order to discover, at an early stage, those children who are in danger of becoming delinquent and to correct their maladjustments at that time. Unless this is done there is no real hope of stopping the flow of an ever-increasing number of young adult offenders through the criminal courts and into Canadian prisons.

CHAPTER 3

Organization of the Federal Correctional Services

This chapter of the Report deals with

- (1) The principles underlying the organization of the federal correctional system;
- (2) The establishment of a Corrections Branch of the Department of Justice;
- (3) The organization and development of the Corrections Branch; and
- (4) The organization and development of the Corrections Branch on a regional basis.

In the exclusively federal correctional field the two principal Services are the Penitentiary Service and the National Parole Board. Their purposes are the same: to reform the offender and re-establish him in society. The methods by which they achieve this objective are similar: the one by treatment and training of the inmate while he is in custody and the other by treatment and training of the former inmate while he is under supervision in society. The period spent in the institution and that spent on parole are part of the same sentence. However, there is little consultation between the two Services in the formulation of policy and no integration of their administrative functions.

Each budgets for expenditures and plans expansion without regard to the other. Each competes with the other for personnel having the same minimum standard of qualifications. Each has its own promotional program for its staff. Each speaks with its own voice to the private after-care agencies. Each maintains its own filing system in relation to the same group of inmates. Each maintains its own statistical records for its individual purposes. Each carries on its own program of public information.

Our recommendations are:

- (1) Principles underlying the organization of the federal correctional system.

The federal correctional system should be organized in a way that will promote:

- (a) development of broad federal correctional policy, having regard to the over-all aims of the federal correctional system;
- (b) development of suitable policy to be administered by the various organizations in the federal correctional system and the avoidance of conflicts in those policies;

- (c) maintenance of standards of performance in all branches of the federal correctional field;
 - (d) co-ordination of the activities of all branches in the federal correctional field; and
 - (e) effective liaison, on a consistent, integrated basis, between the federal correctional agencies and provincial and private correctional agencies.
- (2) The establishment of a Corrections Branch of the Department of Justice.

We recommend establishment in the Department of Justice of a Corrections Branch having administrative jurisdiction, on a regional basis, over the entire federal correctional field within the policy established in relation to that field by the Parliament and Government of Canada. Such a Branch should ultimately be responsible for the development and operation of the activities of the Parole Board (other than matters involving the granting, suspension or revocation of parole), correctional planning and development, correctional statistics, the training of correctional workers employed in the federal correctional field, public information concerning federal corrections and liaison with provincial and municipal correctional authorities and private after-care agencies.

- (3) The organization and development of the Corrections Branch.

Having regard to the need for economy and efficiency it is not feasible to organize immediately a Corrections Branch having the powers, duties and functions outlined above. A great deal of detailed planning will be involved in connection with the establishment of new institutions, the expansion of Parole Board facilities, the organization of statistical and staff training facilities, negotiation with Provincial Governments and after-care agencies and the development of a program of public information. Much of this preliminary work should be done before the Corrections Branch, as such, commences to operate.

We recommend, therefore, the immediate reorganization of the Headquarters of the Penitentiary Service in Ottawa along the lines suggested in Chapter 18, i.e., by providing for three main divisions of administrative responsibility, namely,

- (a) operations, i.e., inmate treatment and training;

- (b) administration and organization, i.e., staff, establishments and written instructions; and
- (c) services and supply, i.e., food, clothing, shelter, employment facilities, transportation and financial services.

The Commissioner of Penitentiaries should have these responsibilities:

- (a) In consultation with the Deputy Minister of Justice, the Commissioner of the R. C. M. Police and the Chairman of the National Parole Board to develop, on a continuing basis for the approval of the Minister, a body of fundamental policy in relation to the entire federal correctional field;
- (b) In consultation with the Chairman of the National Parole Board to integrate the operations of the Penitentiary Service and the National Parole Board, to resolve conflicts in administrative policy between them and to seek appropriate directions from the Minister whenever it appears that proposed new administrative policies of either organization are in conflict with the fundamental correctional policy of the Government; and
- (c) To organize and direct, in accordance with approved policy, the work of correctional planning and development, as recommended in Chapter 24, and liaison and public information, as recommended in Chapter 26.

It should not be the function of the Commissioner of Penitentiaries, during this phase, to concern himself with the day-to-day operations of the Penitentiary Service or the administrative functions of the National Parole Board. Rather, it should be to ensure that the federal correctional system, in all its aspects, is developing and operating in accordance with governmental correctional policy.

Within five years from the commencement of the foregoing system it should be possible to proceed with the organization of the Corrections Branch of the Department in a way that will permit complete integration of correctional activities and consistent application of over-all policy. We recommend that, at that time, the following organization should take place:

- (a) a Commissioner of Corrections should be appointed, to be responsible to the Minister for the administration of all federal correctional services,

excluding the function of the Parole Board to grant, suspend or revoke parole, but including the administrative services of the Board;

- (b) the Commissioner of Corrections should be assisted by the following:
 - (i) a deputy commissioner of corrections responsible for personnel administration, personnel training, personnel staff establishments, branch organization, public information, and liaison with other government departments, provincial governments and voluntary after-care agencies;
 - (ii) a deputy commissioner of corrections responsible for correctional treatment and training, parole services, including preparation of material for consideration by the Parole Board, and inmate and parolee records; and
 - (iii) a deputy commissioner of corrections responsible for correctional industries, purchasing and supply, food administration, building construction and maintenance;
 - (c) a Correctional Planning and Development Section of the Branch should be established and also a Liaison and Public Information Section, each to report directly to the Commissioner of Corrections; and
 - (d) a Finance Section of the Corrections Branch should be organized to advise concerning all financial aspects of federal correctional operations and it should report directly to the Commissioner of Corrections.
- (4) The organization and development of the Corrections Branch on a regional basis.

For the purpose of carrying on the work of the Corrections Branch, when it is established, Canada should be divided into six regions as follows:

Atlantic Region - comprising Nova Scotia, New Brunswick, Prince Edward Island and Newfoundland;

Quebec Region - the Province of Quebec;

Ontario Region - the Province of Ontario, except that portion lying west of Sault Ste. Marie;

Central Region - Manitoba and that portion of Ontario lying west of Sault Ste. Marie;

Prairie Region - Saskatchewan, Alberta and the Northwest Territories; and

Pacific Region - British Columbia and the Yukon Territory.

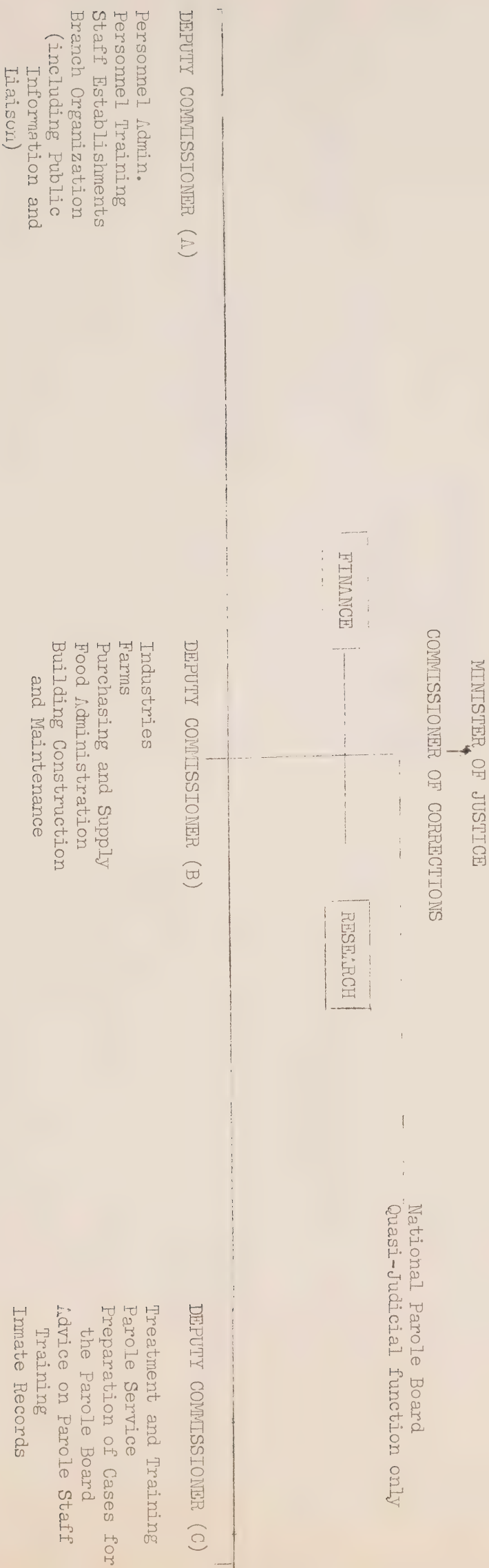
The regional organization of the Corrections Branch should be as follows:

- (a) In each region the development and direction of all federal correctional services should be the responsibility of a Regional Director of Corrections;
- (b) The Regional Director should be assisted by the following:
 - (i) an assistant regional director who, in the region, should be responsible for the treatment and training of offenders, whether in institutions or on parole, inmate records, parole services and liaison with after-care agencies and the provincial probation services;
 - (ii) an assistant regional director who, within the region, should be responsible for personnel administration, personnel training, staff establishments, and personnel; and
 - (iii) an assistant regional director who, within the region, should be responsible for correctional industries, purchasing and supply, food administration and institutional construction and maintenance; and
- (c) The Regional Director should be directly responsible for public information and liaison with other governments.

The Regional Director of Corrections should be responsible, within his region, for all correctional matters arising therein, whether they relate to institutional administration, parole administration or any of the other matters to which we have referred. He should administer policy as directed by the Commissioner of Corrections.

Organization tables designed to indicate headquarters and regional organizations of the Corrections Branch are attached.

ORGANIZATION TABLE FOR THE HEADQUARTERS OF THE CORRECTIONS BRANCH



ORGANIZATION TABLE FOR THE OFFICE OF THE DEPUTY COMMISSIONER
(ORGANIZATION AND ADMINISTRATION)

COMMISSIONER OF CORRECTIONS

DEPUTY COMMISSIONER (A)

ASSISTANT COMMISSIONER
Personnel

ASSISTANT COMMISSIONER
Organization

13

Personnel Admin.

Personnel Training

Organization
Head Office
Regional Admin.
Parole Admin.
Institutional Admin.
Commissioner's
Instructions

Public Information
Liaison

ORGANIZATION TABLE FOR THE OFFICE OF THE DEPUTY COMMISSIONER
(SERVICES AND SUPPLY)

COMMISSIONER OF CORRECTIONS

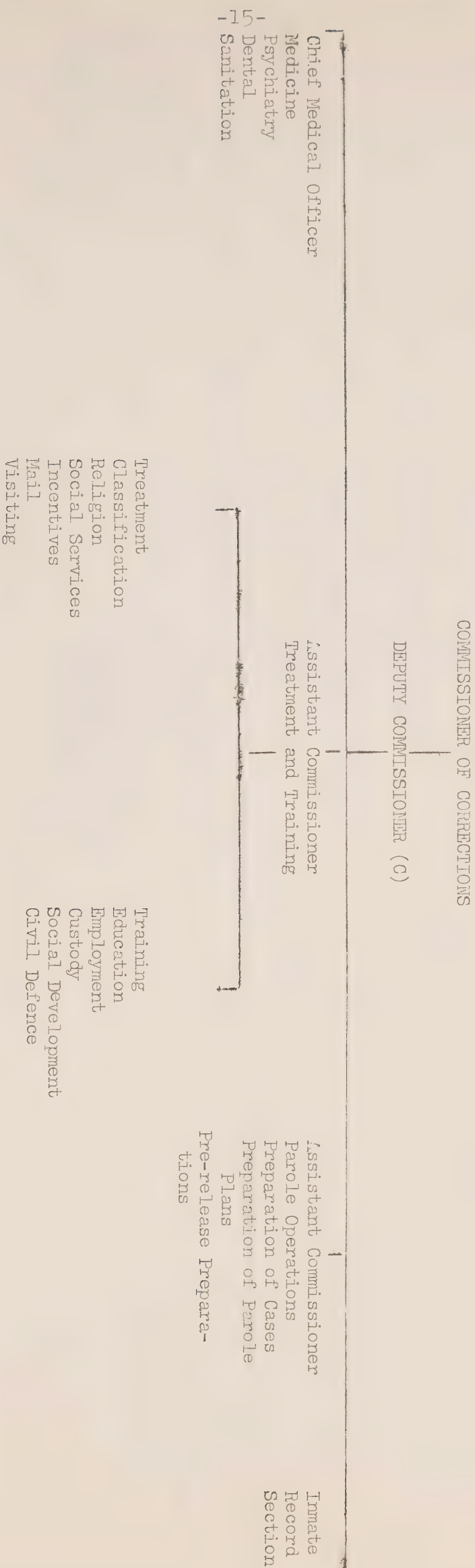
DEPUTY COMMISSIONER (B)

Assistant Commissioner
Services and Supply
Purchasing
Supply
Food Administration

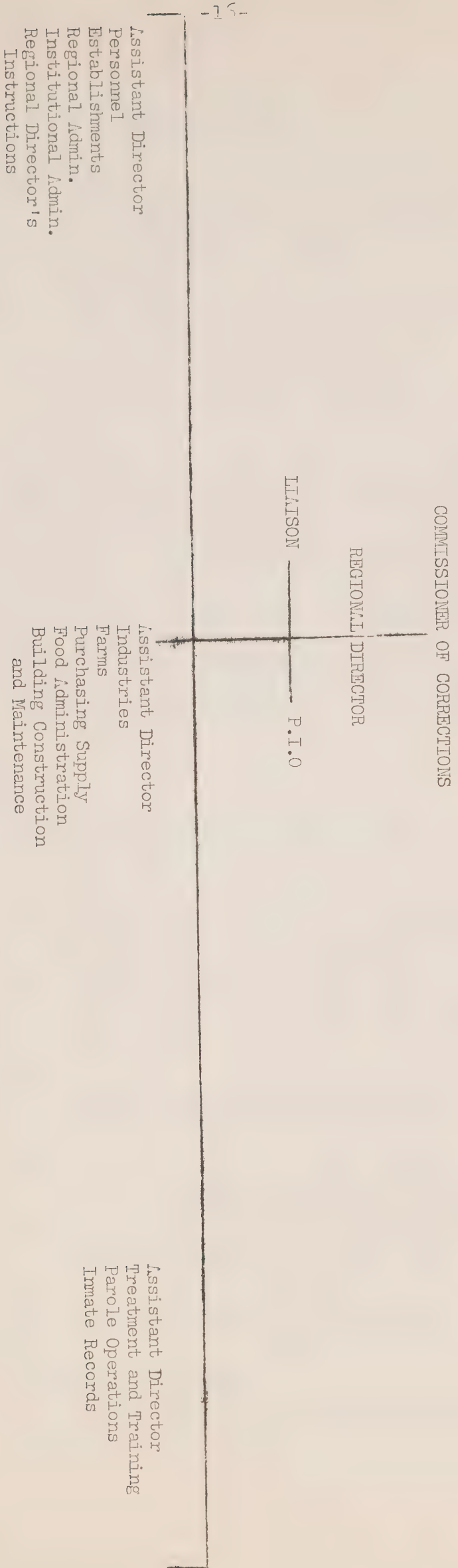
Chief Engineer
Building Construction
Maintenance

Assistant Commissioner
Industries
Farms
Procurement
Sales
Development

ORGANIZATION TABLE FOR THE OFFICE OF THE DEPUTY COMMISSIONER
(INMATE TREATMENT AND TRAINING)



ORGANIZATION TABLE FOR THE OFFICE OF A REGIONAL DIRECTOR



CHAPTER 4

Classification

This chapter of the Report deals with

- (1) The principles of classification;
- (2) Reception procedure;
- (3) Classification and the treatment program;
- (4) Reclassification; and
- (5) Classification on parole.

The problem is to discover what is wrong with the inmate, devise a program that is reasonably calculated to correct it, determine during the course of treatment whether it is continuing to be effective and modify the program if it is not. This requires a systematic process for diagnosis of the basic problem of each inmate and the development and application of an integrated and realistic program of treatment and training for him from the time of his imprisonment until the time of his discharge from parole or other after-care supervision. There should be appropriate methods, during the entire period, to determine when changes or modifications in the program are indicated.

Our recommendations are:

(1) The principles of classification.

The important principles are:

- (a) accurate and relevant information concerning the inmate from the time when he is received in an institution until he is discharged from parole or other after-care supervision, but including all aspects of his life and conduct from his earliest days;
- (b) frequent reclassification reviews of the inmate's case while he is under the federal correctional system;
- (c) competent staff, at all stages, capable of diagnosing the inmate's problems and needs, determining the most appropriate form of treatment and training and administering the program that has been selected for his benefit; and
- (d) appropriate physical facilities for the segregation and treatment of inmates.

(2) Reception procedure.

A proper reception program involves these factors:

- (a) segregation of the newly arrived inmate for a period of four to eight weeks;
- (b) during this period the inmate should receive complete medical, psychiatric and psychological examination, aptitude testing and full information concerning his obligations in prison and the purpose of treatment and training;
- (c) planned and productive work activities and organized spare-time activities for the inmate during the reception period;
- (d) building up a case history concerning each inmate, consisting of a report of the offence and the trial, previous criminal record, reports from other institutions in which the inmate has been confined, a social history of the inmate based on personal interviews with him and a community investigation, a complete medical report, the inmate's vocational or occupational interests and his ability and experience therein, his educational standing, his religious affiliation and interest, his recreational interests, psychological and psychiatric reports, where necessary, a summary and analysis of his behaviour while in the reception centre and a summary of his plans for his life when released;
- (e) the foregoing material should be the basic information available concerning the inmate during his progress through the correctional system; it should be continuously expanded during the entire correctional process and should be available for institutional treatment, parole planning and after-care supervision;
- (f) assessment and evaluation of the inmate by the reception centre staff with recommendations concerning the degree of security risk that he presents, a prognosis concerning the possibility of reform and rehabilitation and a recommendation concerning the most suitable program for the inmate in the institution.

(3) Classification and the treatment program.

When the inmate arrives at the institution to which he has been assigned from the reception centre a detailed treatment and training program should be designed for him by the Classification Board. The inmate should participate in the planning of his own program.

The classification committee should consist of heads of all institutional departments that will deal with the inmate. The day-to-day,

routine work of the Board can be accomplished most successfully and expeditiously if as a working group it consists of the officer in charge of treatment and training, the supervisor of the classification department, the officer in charge of employment, and the psychologist. Other officers should submit special reports concerning individual inmates when required and attend meetings, when required, to discuss questions of policy and difficult cases involving individual inmates.

(4) Reclassification.

Observation and analysis of the inmate should be a continuous process so that the program can be changed when the circumstances warrant. There should, therefore, be periodic classification reviews and special classification reviews when any circumstance suggests that a significant change in the program may be necessary.

(5) Classification on parole.

The parole or other after-care period of the inmate should be a continuation in the community of the spirit and substance of the institutional treatment program. In parole cases the responsibility for periodic classification review will rest with the Parole Board which can, if it sees fit, vary the conditions under which parole has been granted.

The inmate's institutional file should be in the custody of the supervisor for the purpose of the parole or other after-care period. When the parole or after-care period is concluded and the former inmate is discharged from supervision the file should be returned to the headquarters in Ottawa so that it will be available if the individual concerned is again committed to the custody of the federal correctional system.

CHAPTER 5

The Basic Features of an Institutional Program

This chapter of the Report deals with

- (1) Maintenance of inmates;
- (2) Employment of inmates;
- (3) Social, cultural and moral development of inmates;
- (4) Pre-release program;
- (5) Statutory remission; and
- (6) Temporary release of inmates.

Our recommendations are:

(1) Maintenance of inmates.

- (a) Discipline. The immediate aim of discipline in a prison is to ensure good order and good conduct in the institution, but its ultimate aim is to promote individual self-reliance, self-control, self-respect and self-discipline. Good discipline results in good morale and good morale is necessary before any program of treatment can be successful.

Good discipline in an institution depends upon the establishment of definite and understandable rules that are uniformly enforced. There should be no more rules and regulations than are reasonably necessary to maintain good order. Breaches of rules should be followed in each instance by swift and just punishment.

Penitentiary regulations should continue to authorize the use, by way of punishment, of reprimands, loss of privileges, loss of statutory remission, restricted diet, confinement in dissociation and such other institutional punishments as are, after due consideration, considered necessary. Corporal punishment should be authorized for use where a breach of discipline that is alleged involves violence to officers, rioting, or inciting to riot. However, corporal punishment as a disciplinary measure should not be imposed until the order has been confirmed by the Commissioner of Penitentiaries.

- (b) Custody and control. The fundamental responsibility of a prison is to provide secure custody of and control over its inmates. There should be an adequate system for accounting for the whereabouts of inmates at all times. There should be

rules governing the proper control of institutional equipment, including firearms, keys and dangerous tools. Above all, however, there should be a program of inmate activities which includes work, recreation, education, wholesome food and good discipline.

- (c) Food. There is small hope that the prison experience will change the attitude of the inmate if his food is, in quantity or quality, inadequate for his needs. The principles of good food administration are, therefore,

- (i) an adequate amount of food of good quality,
- (ii) well balanced menus,
- (iii) food well prepared under professional supervision,
- (iv) eating in association wherever possible,
- (v) as little regimentation as possible during mealtimes, and
- (vi) surroundings and eating utensils that are calculated to promote good social eating habits.

- (d) Clothing. The following principles should govern the matter of clothing for inmates:

- (i) inmate clothing should be adequate for the particular activity during which it is worn, should be of good quality and should be well fitting,
- (ii) underclothing, shirts and socks should be changed frequently,
- (iii) inmates should change clothing after work and should wear some different type of clothing during their spare-time activities,
- (iv) inmates should be encouraged to take care of their clothing, and
- (v) where inmates are engaged in a pre-release program they should, wherever possible, wear the civilian clothing that they will wear upon release from the institution.

- (e) Shelter. The main principles governing shelter for the inmates are as follows:

- (i) security conditions that are adequate for the type of inmate to be housed,

- (ii) a good bed with an adequate supply of blankets and a change of sheets at least once a week,
 - (iii) accommodation in cells, rooms or dormitories, having regard to the degree of security required and the type of program being carried on,
 - (iv) sufficient ablution facilities so that inmates may bathe daily, and
 - (v) sufficient accommodation in which to carry out the institutional program, and to provide necessary services.
- (f) Medical, psychiatric and dental services.
There should be a constant standard of medical services throughout all federal institutions.

Prison hospital facilities should be under conditions of maximum security. The prison hospital should have an isolation wing, with facilities for treating inmates who suffer from contagious diseases.

All reasonable effort should be made to raise the standard of health of the inmates who come into the federal institutional system. Where plastic surgery is calculated to remedy a physical defect which, if remedied, is likely to improve the mental health or social attitude of the inmate, the necessary surgery should be performed if the inmate consents and the cost is not, in all the circumstances, excessive.

Psychiatric treatment should be available, when needed, on a referral basis.

Professional dental treatment should be available for the benefit of inmates as required.

(2) Employment of inmates.

A prison system that has not solved the problem of prison labour cannot be said to be operating institutions of correction and reform. There is little chance of effecting the rehabilitation in society of an inmate who, upon his release, is unwilling, unable or unfit to accept employment. In most cases it is only by instilling in the inmate the habit of plain, hard work that any lasting value will be obtained from the expense of imprisoning him. Therefore, we recommend that all inmates be given the opportunity to work in gainful employment under conditions, so far as practicable, comparable to those of free industry.

For the purposes of prison employment the work to which an inmate will ordinarily be assigned will fall within one of the following categories:

- (a) maintenance assignments;
- (b) industrial employment;
- (c) vocational training;
- (d) agricultural production; or
- (e) building construction..

Our recommendations concerning these matters are as follows:

- (a) Maintenance assignments. A proportion of the inmate population of any institution must be employed in institutional maintenance. We think that the principles that apply in respect of industrial production and vocational training should apply equally, so far as possible, to employment of inmates at maintenance work and that it should be planned, organized and performed in a way that will provide as much vocational or occupational training as is possible for the inmates who are assigned to it.

The number of inmates employed at maintenance work in an institution should rarely exceed twenty per cent of the population.

- (b) Industrial employment. While twenty per cent of the inmate population is employed at institutional maintenance, a suitable employment program must be found for the remainder of the inmates who are confined in the closed institutions. They should be assigned to work that has some training value, in so far as the inmate is concerned, and that has some financial value in so far as the cost of operating the correctional system is concerned. These requirements, especially in the case of inmates who are maximum or medium security risks, can be fulfilled by a well planned and efficiently operated program of industrial production.

The total annual value of the production of industrial products in the Federal penitentiaries at the present time is estimated to be something less than three million dollars a year. Approximately forty per cent of the total inmate population of about 6,000 is employed in penitentiary shops. Approximately seventy per cent of the industrial production is for use in the Penitentiary

Service and the remaining thirty per cent is for the use of other Federal Government departments.

We do not consider that the federal penitentiary industrial program develops anything like its possible potential. This state of affairs does not stem from any lack of enthusiasm on the part of the penitentiary authorities. Rather, it results from two principal causes: first, overcrowding in existing institutions which results in shop space being taken over and used as sleeping, eating and recreation space for inmates; and secondly, the apparent reluctance of other government departments to purchase, from the Penitentiary Service, items that are used by those departments for government purposes and which could be produced efficiently and economically by the Penitentiary Service.

There would seem to be little justification for the second of these reasons, having regard to Order-in-Council P.C. 1760 of June 1, 1921, which provided as follows:

"The Committee of the Privy Council have had before them a report, dated 26th May, 1921, from the Minister of Justice, stating that with a view to profitable employment for the convicts at the several penitentiaries, and for the purposes of general economy, it is in his opinion expedient and advisable that any goods, articles or repairs required for the use of the Government, or of any of the departments or branches thereof, which can conveniently be manufactured, produced or made at the penitentiaries and made available where they are required for the public service should, to the extent of the capacity, be manufactured, produced or made at the penitentiaries so far as this can be done with equal economy.

The Minister, therefore, recommends that the policy of utilizing the prison labour under the control of the Dominion in the manner and for the purposes aforesaid, be approved, and that the purchasing Commission and the various departments and branches of Your Excellency's Government be required to give effect to and conform with the intentions herein expressed.

The Committee concur in the foregoing recommendation and submit the same for Your Excellency's approval."

We think that there are a number of basic principles that should be followed in order to ensure the efficient, economical and effective operation of federal prison industries:

- (i) the Penitentiary Service should take the initiative in seeing to it that effect is given on a continuing basis to Order-in-Council P.C. 1760 of June 1, 1921,
- (ii) prison industries should be those that can provide training in skills for which there is a large and constant demand by private industry,
- (iii) the industrial program should be organized in such a way that there is a reasonable prospect of a fair financial return from the money that is invested in it, and
- (iv) the administration, financing, accounting and marketing operations of the industrial program should be carried on by a specialized agency within or associated with the Corrections Branch of the Department of Justice.

The principal factor in planning and operating prison industry is to provide enough work, by way of government orders, to employ fully throughout the year the inmates who are allocated to this type of employment. This can be done if

- (i) there is an orderly method of directing orders to penitentiaries,
- (ii) there is a pricing structure, based on commercial wholesale prices, for articles produced by correctional industries, and
- (iii) there are suitable facilities and financial arrangements that will enable staple articles to be manufactured in advance of orders and to be stored until required.

In private industry, management applies the yardstick of annual sales volume per man as one indicator of its efficiency of operations. In Canadian penitentiary industrial operations the average sales return for each industrial prison worker was approximately \$1,200 in 1958. In the same year, each inmate of the U. S. Federal Prison System employed industrially produced \$6,000 in sales volume. The U. S. system, under its highly organized production scheme, produced four million dollars in profits

after meeting all industrial expenses. Had Canadian penitentiary production been on the \$6,000 level per capita, the gross sales would have been fourteen million dollars.

We recommend that a system of industrial development comparable in principle to that in the U. S. federal system be developed in Canadian penitentiaries.

- (c) Vocational training. We recommend that each inmate who is psychologically and intellectually fitted to profit from vocational training should be given the opportunity to develop specific vocational skills designed not only to enable him to be self-supporting upon his release from prison but also to develop in him a sense of pride and personal accomplishment that is calculated to assist in his social rehabilitation.

Vocational training is particularly suitable for young offenders. The proportion of inmates in that category in federal institutions seems to be increasing annually. We consider much greater emphasis should be placed upon the establishment of vocational training programs in appropriate federal correctional institutions.

We think that the following principles apply to the development of a comprehensive and effective program of vocational training in federal penitentiaries:

- (i) the training courses that are established in federal institutions in the various regions of Canada should be designed to produce graduates for whose skills there is a market in the region,
- (ii) training courses and correctional industries in the region should be so related that a systematic flow of trainees into appropriate prison industries is possible,
- (iii) the standard of instruction should be at least as high, and if possible higher, than is available in private industry in the region,
- (iv) the content of vocational training courses should, as far as possible, be the equivalent of similar courses that are given in private industry and arrangements should be made, wherever possible, for the issuing of certificates of trade accomplishment to vocational training graduates

of the correctional system by the same provincial or local authority that grants such certificates to graduates in private industry, and

- (v) there should be a program of continuous research to determine the effective value of vocational training in relation to the various categories of inmates.
- (d) Agricultural production. Farming operations are an important part of the penitentiary employment program. This type of employment is best carried on by inmates of minimum security risk, working in conditions where uniformed and armed guards are not in evidence.

We recommend that farming operations in connection with medium and minimum security institutions should be developed increasingly because

- (i) agriculture throughout Canada is a basic industry, and Canadian farms should provide a market for agricultural skills learned by inmates in confinement,
 - (ii) agricultural employment has a high therapeutic value for certain types of inmates,
 - (iii) agricultural products form a significant proportion of the total supply of food consumed by inmates and staff and, consequently, the products of the penitentiary farms are important from the point of view of the economical operation of the institution,
 - (iv) an agricultural program can be developed in connection with any appropriate type of institution that has the necessary land and suitable inmates,
 - (v) almost every aspect of agricultural employment can, without difficulty, be correlated with the educational and vocational training program of the institution, and
 - (vi) there is no history of opposition, on the part of farmers generally, to the production on penitentiary farms of foodstuffs for use in public institutions.
- (e) Building construction. We recommend that, where possible, inmate labour should be used in the penitentiary construction program. This is desirable for two main reasons:
 - (i) inmates skilled in the building trades should be kept in practice at their trades so that they can

enhance their skills by practising in the institution the trades that they have been taught and be competent to return to work in the building industry upon release, and

- (ii) the cost of construction of most buildings is distributed approximately between labour and materials in a 50%-50% ratio, and the use of inmate labour would effect a great saving in the amount of public funds needed in any future expansion of the federal penitentiary system.

In a major program of institutional expansion it is not to be expected that inmate labour could build all of the new institutions that would be required. However, such work as prefabricating and erecting camps, for farms, for forestry work or for the development of public projects, could be carried out in institutional shops and on camp sites.

Wherever possible, the erection of permanent buildings should be carried out by inmate labour. There is no doubt that, after the major expansion program has been completed all future federal correctional institutional construction could, with proper planning, be done by properly organized gangs of inmates skilled in the construction trades.

Inmate pay. Inmates who apply themselves to whatever activity they may be assigned under the institutional program should receive some reasonable financial remuneration for their efforts. The present scale of inmate pay is tabulated below:

<u>Grade</u>	<u>Percentage of inmates</u>	<u>Daily earnings</u> cents	<u>Compulsory savings</u> cents	<u>Canteen spending money</u> cents
3	15	24	5	19
2	45	18	4	14
1	40	12	3	9

Generally speaking, an inmate who serves a two-year sentence to expiration and spends the maximum amount permitted at the canteen is discharged with \$12 to \$14 in cash earned by his labour.

We recommend, in this connection, as follows:

- (i) that the existing system of financial remuneration for inmates should be revised to provide a greater incentive

to the inmate to work, to encourage him to accumulate a reasonable financial reserve for his release, to motivate him to work constructively, and to apply himself to learn trade skills, and to accept his responsibility to support his dependants;

- (ii) that the system of financial remuneration in federal prisons should consist of a basic rate of pay for every inmate who demonstrates satisfactory attitude and performance, with bonus payments for those inmates who, by reason of their conduct, industry and application, demonstrate that they have earned special financial consideration;
 - (iii) that the amount earned by an inmate from his work should be sufficient, after exercising his canteen privileges, to enable him to have to his credit, upon release, the minimum amount necessary to pay board and room and provide modest spending money for a three-week period, e.g. \$25.00 per week. This would require a minimum allowance of 70 cents a day (\$15.00 a month) to men who are serving eight months of a one-year term before discharge on parole or statutory supervision;
 - (iv) that the financial remuneration plan for inmates should be flexible and should authorize basic pay, hourly rates, piece-work pay and bonus pay;
 - (v) that the present system of paying for six days for five days' work should be discontinued, and inmates should be paid only for days or hours actually worked; and
 - (v) that the percentage quota of inmates in each grade of pay should be eliminated.
- (3) Social, cultural and moral development of inmates.

We consider that locking inmates in their cells in the early hours of the evening is a waste of treatment and training time. Activities that may stimulate the mind are just as important as instilling good work habits, and the evenings and weekends are available for such activities. We recommend that the inmates' spare time should be devoted to matters such as professional counselling, social and cultural education, physical education and recreation which otherwise would tend to interrupt and interfere with the inmates' daily employment. The spare-time program should, as far as possible, be developed to suit the individual needs of each inmate and should be presented in such a way that he is at least willing, if not anxious, to participate.

We make the following recommendations:

- (a) Professional counselling. All staff members should have the responsibility of counselling inmates concerning their specific personal problems. However, if the problem seems to be difficult or deep-seated, the inmate needs the assistance of a member of the professional counselling staff. Various problems will require the experiences and techniques of different types of counsellors, such as psychologists, caseworkers, occupational therapists or, in some instances, psychiatrists.
- (b) Academic education. Inmates of federal correctional institutions have, on the average, a Grade 5 education. Most inmates lack a suitable working knowledge of basic English or French and, as a result, do not really understand what they read in newspapers nor are they able to write satisfactory letters. For such inmates a suitable curriculum of adult education is much more to be desired than to qualify under a provincial school system. Inmates who take vocational training must receive the benefit of the related academic instruction suitable to the vocation in which they are receiving their training. Moreover, an inmate who has more advanced academic educational qualifications should be helped and encouraged to continue his studies. As a matter of principle, however, it is our opinion that the academic educational standard in an institution should be tailored to the requirements and the abilities of the individual inmate and not to the formal succession of grades in the provincial school system.

Except for special categories of inmates, such as illiterates and the lower age groups among young offenders, we think that the academic program generally should be a leisure-time evening or weekend activity.

We feel also that, as a general rule, the principle of voluntary participation in the educational program should apply.

We recommend the development of a program of instruction in essential academic subjects or related trade instruction and a system of educational credits which an inmate can earn by his studies, as an incentive to the inmate to fit himself for vocational training.

Where no other suitable educational facilities are available, we believe that it is sound practice to use government-sponsored courses and to meet the cost from public funds.

A well chosen library is an integral part of any educational program. The library should never be considered as nothing more than a recreational agency, although it does have unquestioned value from that standpoint also.

- (c) Physical education. The aim of a physical educational program in an institution is to encourage as many inmates as possible to take part in some form of healthful recreation. The main principle in the physical education program is to provide as many physical recreational outlets as possible in order to provide for the diverse needs of many distinctive types of inmates.

Because we think that the recreational program in a correctional institution should be as similar as possible to the general recreational opportunities of an individual in free society, we recommend that, in general, recreation be planned for evenings and weekends.

- (d) Religious training. The benefit of a sound religious program in a prison is self-evident. Inmates should have complete religious freedom, and the services of clergymen from every religious sect that is represented in the institution should be made available for the benefit of inmates. We recommend that, while every encouragement should be given to chaplains to bring about inmate participation in the institutional religious program, attendance at religious services should be voluntary on the part of the inmate in every case.

A federal prison should, except where it has been established for a temporary purpose or for a very small number of inmates, have a full-time Roman Catholic chaplain and a full-time Protestant chaplain. Each institution should have a Roman Catholic chapel and a Protestant chapel devoted exclusively to religious purposes. Where a new prison is being established it may not be possible, in the first instance, to provide buildings exclusively as chapels but, as soon as possible after the institution is operating, chapels should be erected by inmate labour.

- (e) Family relationships. Provision should be made wherever possible to enable the inmate and his family to meet each other frequently, in surroundings that are free from strain. Supervision and censorship of conversation between the inmate and his family visitor should, wherever possible, be avoided.

The inmate should be encouraged to write letters to members of his family and censorship should be kept to the minimum required by security considerations.

- (f) Personal habits. Inmates should be encouraged to take pride in keeping a neat and orderly institution. Neatness and tidiness in personal habits on the part of the individual inmate should be encouraged by the staff, in the hope that the training so acquired will carry over into life outside the institution when the inmate is released.
- (g) Social and cultural development. A program of social and cultural education, to be carried on as a spare-time activity of inmates, should include discussion groups, arts and crafts, music, drama, literary activities, special events, social games, club activities, motion pictures, radio and television, to the extent that any or all of these activities fall within the over-all program designed for the benefit of the type or category of inmate who is confined in a particular institution.

(4) Pre-release program.

The whole of the prison program should be directed toward the day when the inmate is released from the institution, presumably reformed. However, as the day of release approaches, special efforts should be made to encourage the inmate in his rehabilitative efforts, and to ensure a favourable reception for him from his family and the community.

The inmate of a Canadian prison has traditionally faced formidable difficulties in finding employment upon his release. We think that it will be difficult to develop an effective pre-release program unless there is a substantial change in the attitude of governments, corporations and private individuals in relation to the employment of ex-prisoners.

Consideration should be given to the development, for certain types of inmates, of pre-release hostels, where inmates who are nearing the end of their time in custody may live while they are seeking employment or getting established in new employment.

(5) Statutory remission.

No inmate who is sentenced under the criminal law to imprisonment for a definite term of years serves all of his sentence in the institution. Even if he is not granted parole he nevertheless may earn time off his sentence for good conduct and industry while he is confined. If he is in custody in a federal penitentiary he may earn statutory remission of 6 days in each month until he has earned a total of 72 days, and thereafter he may earn it at the rate of 10 days in each month. Thus a person who is sentenced to imprisonment for two years will serve 1 year, 7 months and 7 days, if he earns all available statutory remission. Similarly, a person sentenced to imprisonment for five years will serve 3 years, 10 months and 10 days,

and a person sentenced to ten years' imprisonment will serve 7 years, 7 months and 15 days.

If the inmate is confined in a provincial institution, upon conviction under the criminal law, he may earn statutory remission at the rate of 5 days for each month during which he is "exemplary in behaviour, industry and faithfulness, and does not violate any of the prison rules."

Provisions to the foregoing effect have been in the Penitentiary Act and the Prisons and Reformatories Act of Canada from the beginning. Presumably they represent an attempt to promote good discipline in the prison, to provide an incentive to inmates to work well and, possibly, to mitigate the severity of sentences. The two main objections to such provisions are that they tend to become mechanical and to be taken for granted, and that they place emphasis on routine conformity to prison rules and regulations rather than on reformation of the individual. Strict obedience tends to become a more important factor in determining the time of the inmate's release than is any significant change in the inmate's attitude.

The Fauteux Committee pointed out that the device of awarding statutory remission for good conduct and industry results in anomalies and inequalities: for example, a prisoner sentenced to imprisonment for two years less one day in a provincial institution actually earns less remission, and will be discharged at a later date, than another prisoner sentenced at the same time to two years in the penitentiary; again, a person who is sentenced to penitentiary does not begin to earn statutory remission until he arrives at the institution, and cases frequently occur where such persons are detained in the county gaol so that they will be available as witnesses, or for some other reasons, and therefore do not earn statutory remission while so detained.

The Fauteux Committee said that the system of computing statutory remission at the present time is cumbersome and difficult to explain, and their recommendation was that there should be put into effect a more uniform and practical system of statutory remission that would eliminate the anomalies and inequities. That Committee suggested, further, that when parole field services are well developed in Canada consideration might be given to the implementation of a system whereby time earned by way of statutory remission would be a statutory parole period for the inmate.

Our recommendation is that the federal legislation concerned should be amended to provide that, where a person is sentenced to imprisonment under the criminal law of Canada,

he should, upon commencing to serve that sentence, be credited with a remission of one-third of the time required to be served in the institution under the sentence. During the period when he is in custody, under the sentence, he should be liable to forfeit all or any part of the portion so remitted if he fails to conform with the rules and regulations of the institution, or does not apply himself industriously to the institutional program. The Warden of the institution should be authorized to order the forfeiture of any portion of the statutory remission period not exceeding 30 days, without reference to higher authority. If he orders a forfeiture of more than 30 days it should not be valid unless confirmed by the Commissioner of Penitentiaries or, when the Corrections Branch has been organized, by the Regional Director of Corrections.

The period of statutory remission that remains to the credit of an inmate upon his discharge from the institution should be part of a period of statutory supervision for the inmate, as recommended in Chapter 17 of this Report.

(6) Temporary release of inmates.

Quite apart from the occasions when it may be necessary to authorize the absence of an inmate from an institution for medical purposes, there are occasions when the release of an inmate, for a temporary period for compassionate reasons, may be justified, either as a humanitarian gesture on the part of the correctional authority or as a necessary or desirable step to be taken in the social development of the inmate. An example of the second type of case is the release of the inmate for temporary periods, under escort, as part of a pre-release plan.

We recommend that, in such cases, the authority to grant release should rest with the Commissioner of Penitentiaries and, ultimately, with the appropriate Regional Director of Corrections, and it should not be necessary, as is now the case, to have the release authorized by the Governor General, on the advice of a Minister of the Crown.

CHAPTER 6

The Adult Male Inmate as a Maximum Security Risk

This chapter of the Report deals with:

- (1) The types of offenders needing maximum security;
- (2) Further classification in the institution;
- (3) Special features in the treatment and training program of a maximum security institution; and
- (4) Staff and staff-inmate relationships.

Except for approximately 300 inmates in the recently opened minimum security institutions at William Head, Joyceville and Valleyfield, and a few inmates who live in dormitories on some of the penitentiary farms, the federal penitentiary inmate population is housed in conditions of maximum security. This means that approximately 5,700 inmates out of the total population of approximately 6,200 are subjected to the restrictions of program and movement that are necessary when dealing with maximum security risk types of inmates.

We do not consider that more than twenty-five per cent of the inmate population require all such restrictions. With the introduction of proper classification procedures, and with the provision of diversified types of institutions, it should be possible to classify and segregate those members of the inmate population who must be subjected to strict precautionary measures against possible staff injury and institutional escapes and disturbances.

Our recommendations are:

(1) Types of offenders needing maximum security.

Inmates needing maximum security custody are those who would escape from lawful custody if they could make or find an opportunity to do so, and who would not hesitate to use violence against the staff or the public to achieve such a purpose. They are usually found among inmates who

- (a) are of the older group of offenders, with long histories of institutional experience;
- (b) have criminal histories involving violence;
- (c) have received poor personality diagnosis and prognosis from the reception centres;
- (d) are resistant to counselling and treatment;
- (e) have outstanding warrants against them, tending to make them desperate in their contemplation of the future;

- (f) are diagnosed as aggressive psychopaths; or
- (g) have long sentences with little hope of parole.

(2) Further classification at the institution.

From a broad classification, "maximum security risk", it is possible to classify further into other homogeneous groups. There are "supermaximum security risks", i.e., extremely dangerous inmates who should be kept segregated from the main inmate body and kept in conditions of custody where all of their actions may be closely controlled. Those inmates who respond to treatment, and who co-operate with the aims of their training programs, should be separated from the other types of inmates who disparage or disrupt such inmate co-operation. Generally, with a population of manageable size in an institutional setting where overcrowding is not a problem, it should be possible to segregate several different classes of maximum security inmates.

(3) Special features in the treatment and training program of a maximum security institution.

- (a) Inmate employment. The basic program within the walls of the institution should be industrial employment. Shop gangs and shop buildings should be of such size and type as to facilitate continuously the segregation of the various groups of inmates.
- (b) Incentive pay. Inmates should be paid according to the full salary scale recommended in Chapter 5, in relation to the type of work performed and the effort expended. The canteen allowance should be generous, especially in the case of inmates serving long sentences.
- (c) Leisure time activities. Although with some classes of maximum security risk inmates congregate participation in institutional programs, except under strict supervision, is not possible, the majority of the inmates may, in their groups, enjoy a considerable amount of social intercourse. The whole leisure-time-activities program should be designed to relieve the tensions that are bound to build up behind the high walls of a maximum security institution, and also to keep active minds that are otherwise bound to atrophy.
- (d) Medical and dental services. In regions where there are proper regional hospital facilities, a full-time medical officer should not be necessary at the institution, nor should a full-time dentist.

- (e) Visiting. Although, with many of the inmates of a maximum security institution, strict control must be exercised during visiting periods, not all inmates need to be forbidden physical contact with their visitors. Speaking to visitors over a monitored telephone is certainly the only acceptable way for really dangerous inmates, or for inmates who may be known to be narcotic or barbiturate drug addicts, and who might abuse visiting privileges. However, the majority of inmates should be permitted to talk to their visitors across a counter suitably divided to allow some privacy. There are other inmates with improved attitudes who might well be allowed to receive visits in a living-room atmosphere.
- (f) Inmate correspondence. In a maximum security prison the censoring of both incoming and outgoing mail is an absolute necessity, since it serves a number of important purposes, such as preventing contraband from being introduced into the institution, or the discovery of possible escape plans, or the disclosing of problems at home and at the institution which may be upsetting or troublesome to the inmate.
- (g) Discipline. In the atmosphere of an institution where living is governed by the restrictions imposed by iron bars and high walls, discipline is harder to maintain than in less restrictive custodial conditions. Maximum security conditions create tensions which cause individuals and groups of individuals to demonstrate against authority. Tension must be eased as much as possible and this may, in part, be done by keeping the number of institutional rules and regulations to a minimum. We have discussed discipline in several places in this report, but there is no other place in the correctional system where it is so important to ensure that petty tyranny does not replace good discipline, than in a maximum security institution. A repressive atmosphere, plus a tyrannical staff can, and usually does, cause real trouble to develop.
- (h) Custody. Because most inmates in a maximum security prison are potentially dangerous both to the staff and to the general public, custodial conditions must preclude escape hazards that may be acceptable in medium and minimum security institutions. Most of our present institutions are built with custody and control as their main features, and the staff are well accustomed to conduct the prison program in an atmosphere of maximum security. Segregation of homogeneous groups within the institution will

allow certain flexibility in the application of custodial restraints for, even within the walls of a maximum security institution, the principle that custody should be no stronger than is necessary should be accepted.

(4) Staff and staff-inmate relationships.

The maximum security institution is the best area of operations for the older members of the correctional service staff. Long experience with inmate attitudes and actions is needed when dealing with the maximum security type of inmates. The staff attitude to the inmates must, while being firm, be fair and must not tend to provoke inmates to breaches of discipline.

The deployment of staff on a unit basis, with a number of officers more or less permanently assigned to the control and custody of a certain group of inmates, should improve the relationship between the inmates and the staff, if only because they will get to know each other's idiosyncrasies.

The safety of the public and the safety of the staff are the primary factors to consider when planning programs for the maximum security risk type of inmate. However, it is possible to segregate certain classes of this broad classification group of inmates and provide programs of treatment and training for them all on the principle that there is a spark of good in every human being, and that such a spark, at any time, may be fanned into a desire to live as a law-abiding citizen. Staff attitudes and program planning must reflect belief in that principle.

CHAPTER 7

The Adult Male Inmate as a Medium Security Risk

This chapter of the Report deals with:

- (1) The type of inmate to be designated "medium security risk"; and
- (2) The institutional program for the medium security risk inmate.

Our recommendations are:

- (1) The type of inmate to be designated "medium security risk".

We designate as a medium security risk the inmate who is liable to try to escape from custody, if such an escape does not involve violence or the surmounting of any formidable obstacle, either in the form of vigilant custodians or a substantial fence or wall.

The classification process will always find among any substantial number of convicted persons a majority group who fit into this category. Such persons are not necessarily first offenders, although, if they have had previous convictions, they will not ordinarily be found to be of a very serious nature. However, it is the classification process, through efficient character analysis, and not the type of crime, that should separate the medium security risk from the total inmate body. It is not uncommon to find in this category persons who have been convicted of murder.

- (2) The institutional program for the medium security risk inmate.

Our concept of the basic correctional treatment and training program, as set out in Chapter 5, "The Basic Features of an Institutional Program", apply, without any appreciable modification, to this type of inmate.

An industrial program should keep the majority of the inmates employed eight hours a day, five days a week.

Because these inmates are, for the most part, tractable and non-violent, it is possible to have for them a full program of leisure-time activities, much along the general lines that we have proposed in Chapter 5. We do stress the counselling relationship between the institutional staff and the inmates, believing that there is great hope of reformation among those inmates who are not openly hostile to the institutional aims.

The medium security risk inmate category embraces a majority group with an extremely wide behaviour pattern. Much additional classification and the partial segregation of types will be necessary at the institution. Because of the heterogeneous character of the inmate population, there should be provided suitable and sufficient facilities and staff in order to provide the widest possible range of individual treatment.

CHAPTER 8

The Adult Male Inmate as a Minimum Security Risk

This chapter of the Report deals with:

- (1) The establishment of minimum security institutions for adult males;
- (2) Types of minimum security institutions;
- (3) Selection of inmates for such institutions;
- (4) Custody and security in such institutions;
- (5) Work projects in such institutions;
- (6) Special features in such institutions relating to pay, visiting and mail privileges, food, clothing and other features of institutional program for inmates; and
- (7) Phasing of the program.

For many inmates the walls, bars and locks of a maximum or medium security prison are unnecessary to deter or prevent the inmate from escaping. Such physical restraints tend to impede, rather than promote, the process of reformation for as many as twenty-five per cent of the federal penitentiary population.

Our recommendations are:

- (1) The establishment of minimum security institutions for adult males.

We recommend the establishment of small, open, minimum security institutions, as recommended by the Fauteux Committee, because

- (a) they can be established much more quickly and economically than more secure facilities,
- (b) the cost of operation is low in comparison with other types of institutions,
- (c) in Canada there is no lack of projects that will provide work for inmates and also benefit the public, and
- (d) such institutions provide a healthy and tension-free atmosphere in which the inmate can achieve physical fitness and adapt himself to conditions of limited freedom in preparation for his return to society.

(2) Types of minimum security institutions.

We recommend the following types of minimum security facilities:

- (a) camp operations designed to carry on upon federal, provincial or municipal lands certain projects such as the development of public camping areas or picnic grounds, reforestation programs, forest fire prevention programs, restoration of historic sites and reclamation of unused or unusable lands;
- (b) farm operations for the production of foodstuffs to be used in the federal Penitentiary Service;
- (c) pre-release establishments where inmates may, for short periods prior to release, take part in a special program designed to assist in their readjustment to the community; and
- (d) industrial or vocational training, of an advanced type, as an extension to similar training provided earlier for inmates in a medium security institution.

Inmate population of a minimum security institution should not exceed 100 and should usually vary between 60 to 75 inmates.

(3) Selection of inmates for such institutions.

Suitable inmates for minimum security custody are those who have good or average physical and mental health, good civilian and prison work records, good records of conduct while in prison, close family ties and stable home situations, prospects of suitable employment upon release and records of trustworthiness in the course of their prison experience.

An inmate is ordinarily not suitable for minimum security custody if he has a record of violence, is a malingerer, medically unfit or becomes emotionally upset by family difficulties, parole refusal or other difficulties, is a publicity seeker, sex pervert, agitator, wanderer in civilian life, recent escapee or informer or if he has disagreeable personal habits.

(4) Custody and security in such institutions.

An institution for minimum security risks is none the less a prison. The responsibility of the penitentiary system to keep custody of inmates within a defined area should be achieved by proper selection of inmates, development of an interesting prison program and the employment of staff who, through personality, experience and ability, will arouse enthusiasm and loyalty on the part of inmates.

(5) Work projects in such institutions.

The work program should produce something of intrinsic value and tangible form, should make physical demands upon the inmate so that he will be in good physical condition upon release and should be carried on at a location where unnecessary contacts between inmates and the public will be at the minimum.

Examples of projects are: tree nursery operations, reforestation, clearing underbrush from forest land, cutting fire lanes, road and bridge construction in public parks, logging, sawmill and shingle-mill operation, fish hatchery work, sign manufacturing and painting, and repairs to mechanical equipment.

The responsibility of the federal correctional system is to provide productive work and training for inmates within its jurisdiction. If in a given area no federal project is available but a provincial or municipal project is available suitable arrangements should be worked out between the governments concerned so that the project can be carried on to the advantage of the public generally.

(6) Special features in such institutions relating to pay, visiting and mail privileges, food, clothing and other features of institutional program for inmates.

Wages paid to inmates should not necessarily compare with those paid for similar work in the free community but should be higher than those paid to inmates in conditions of greater security.

Inmates should be permitted to receive as many visits as they wish during regularly established visiting periods and there should be no restriction on the amount of mail that an inmate receives or that he sends at his own expense. There should be no censorship of mail.

Inmates will be involved in harder physical labour and due allowance should therefore be made for the increased food consumption that will occur.

Inmates should be clothed in clothing that is appropriate for the project upon which they are engaged, but it should be uniform in design and distinctive in colour.

No special features apply in relation to recreation, religious training, medical and dental services, educational facilities, library facilities or social developments that are different in any important respect from the principles discussed in Chapter 5 in relation to institutional programs generally.

(7) Phasing of the program.

Until the federal correctional system is organized on a regional basis, minimum security institutions should be established as satellites of existing maximum or medium security institutions. Thereafter minimum security institutions should operate as independent facilities under the direction of the Regional Director of Corrections in accordance with principles and policy established at the headquarters of the Corrections Branch.

CHAPTER 9

The Young Male Inmate

This chapter of the Report deals with:

- (1) Segregation of the young male inmate;
- (2) Institutional program;
- (3) Institutional accommodation;
- (4) Institutional staff; and
- (5) Pre-release program.

As of March 31, 1959, 19.3% of the total Canadian federal penitentiary male population was in the age group 16 to 21 years. The percentage ratio of this group to the over-all male population of Canada is rising yearly. Also, in this age group, the incidence of crime per capita is on the increase. Thus, the greatest challenge in the field of corrections at the present time is the problem of treating and training the young delinquent.

The majority of these young inmates have previously served prison sentences in either federal or provincial institutions, and are ill-disciplined, poorly educated and lack the training and aptitude for honest work. They are irreligious and have hostile attitudes towards society generally. Treatment for these young men must be designed so that these deficiencies in their earlier upbringing and training are taken into account. Positive measures are required, not only to nullify the effect on their characters of the evils of the past but, also, to instil in them the intention to be honest and upright citizens. The means of such training would appear to be in the fields of

- (a) education;
- (b) discipline;
- (c) work training (vocational training, where appropriate);
- (d) religious instruction;
- (e) social development, including group and individual counselling by the professional staff, and by other members of the correctional staff;
- (f) recreation, including team games, bodily contact sports and general physical training; and
- (g) hobby development and cultural appreciation.

Our recommendations are:

(1) Segregation of the young male inmate.

The young offender should be segregated from other types of inmates as soon as he leaves the sentencing court. Therefore, special reception facilities should be provided as part of the regional young offenders' correctional institution.

(2) Institutional program.

Reception. In reception the young inmate should receive exhaustive personality, intelligence and basic skill tests; a complete case history should be prepared; and an individual institutional treatment and training program should be devised, so far as practicable, that is in keeping with the inmate's own ambitions and desires.

Education. In all appropriate cases it is desirable to teach the young inmate a trade, because it gives him a means of earning a living and it gives him, in his own eyes, the status of a skilled workman. However, most provinces require that their apprentices have an educational standard of Grade 9 or 10. The majority of the young inmates have not achieved this standard. Seventy-three per cent of the young inmates admitted to the penitentiaries during the year ending March, 1958, had less than the Grade 8 standard of education. Testing in the institutions showed the actual school grade level of most of these young inmates as approximately Grade 5. Therefore, prior to acceptance for trades training, it is necessary to raise the academic educational standards of these young inmates to the appropriate grade, especially in the subjects that are related to vocational training.

Academic instruction, except in subjects relating to vocational training, should be part of the institutional evening program, but the instruction of ambitious young illiterates should be the exception to this rule.

Discipline. As, in many cases, harsh discipline accounts for the early rebellion of young men against society, harsh and repressive measures designed only to force conformity to rules is not the discipline that the young inmate needs. Discipline, with the aims that we have defined in Chapter 5, should be enforced in a firm but just way in all parts of the institutional program.

Work training, including vocational training. As many suitable young inmates as possible should receive vocational training. They are of an age group which, more than any other group of penitentiary inmates, may profit by this type of training. They are of an age that, in most provinces, is acceptable in the apprenticeship plans, and they are young enough to absorb training.

Those inmates who are not considered suitable for the vocational training program should, for the most part, be employed in institutional maintenance work. Each of these assignments should, if possible, be in a training capacity. Vocational training graduates should practise their trades, and receive further instruction in them, in the several maintenance shops of the institution.

Religious instruction. Although we state, as a principle, that participation in religious instruction or in religious services should be on a voluntary basis, chaplains must be given every opportunity to interest young inmates in the programs of religious instruction at the institutions. In addition to the benefit to be derived from attendance at formal religious services, the benefit of individual and group counselling by the chaplains must not be overlooked. Youth, particularly delinquent youth, is generally much confused in religious matters, and a close relationship between the chaplains and the inmates should be encouraged.

Medical and dental services. As emotional disturbances can often be related to physical malfunctions, the doctor and the dentist have important roles to perform in the treatment of delinquent youth. Young offenders have been, for the most part, just as neglected in respect to medical and dental services as they have in many other ways. It is necessary to provide for them, in the institutions, a good deal of care.

Therapy and counselling. To break through the hard shell of hostile resistance, built up by most delinquent youths against advice from their elders, may require the application of the skills of both the psychiatrist and the psychologist. However, the inmate's day-to-day contacts with the institutional staff, including custodians and vocational training instructors, are probably the most important, because they are the most frequent and constant. Therefore, the institutional staff should be so deployed as to be associated continually

with the same group of inmates in day-to-day living in the institutions.

Recreation. The services of trained recreational supervisors in a young offenders' institution are essential if the program is to benefit all types of inmates in the various stages of physical development and recreational skills.

All young inmates should be encouraged to participate in the sports program, and stress should be given to teaching sports in which everyone may participate, rather than developing the talents of the few who may already be partly expert.

Hobby development. Delinquency in youth is often associated with the unproductive use of leisure time, or the boredom that stems from long periods of physical or mental inactivity. Developing an interest in hobbies, which are practicable to introduce into young inmates' programs, may promote interests that will continue long after the institutional experience.

Maintenance of family contacts. Most inmates of this age group, on release from the institution, will return to the homes of immediate family members. Thus, it is essential that means be provided so that family contacts can be intimately maintained. It is evident that there is a need for liberal visiting and corresponding privileges. Possibly, at some future stage, a system of pre-release furlough should be instituted.

(3) Institutional accommodation.

The young inmate population should be housed in accommodation consisting of small dormitories and single rooms, in units not exceeding 50-inmate capacity. The total capacity of the institution, excluding the reception centre, should not exceed 250 inmates. We describe in Chapter 23 the design of the institution, incorporating the necessary facilities. It is sufficient to say here that the small groups of inmates should be associated in group accommodation, where the staff associated with such groups will have the opportunity to know intimately each individual and his particular problem.

(4) Institutional staff.

The staff required for these young men must be selected from the best in the service. Delinquency in youth manifests itself in various ways. Sometimes they are hostile and aggressive and, at others, submissive and manipulative. The staff must react to these

manifestations not only with patience and understanding but also with firmness and poise. Thus, only employees with a high degree of emotional maturity should be in contact with the young inmates.

Good initial selection, and a good program of in-service training designed to give the members of the staff some understanding of delinquent behaviour is essential if each staff member is to be aware of his personal responsibility in the reformatory and rehabilitative program. Fully qualified professionals in such fields as psychiatry, psychology, social case work, education and religion should be provided. Their specialized and formal skills are necessary if the confirmed young delinquent is to be reformed.

(5) Pre-release program.

The young inmate should be carefully prepared for his return to free society and, on his return, should be under some form of supervision. Efforts should be made to find local sponsors who are interested in individual cases. After-care in the community will be greatly simplified if such sponsorship includes the provision of a job and help in re-establishment.

Pre-release classes should be instituted and outside lecturers from all interested community agencies should be brought into the institution to assist in this program.

Young male inmates under 16 years of age.

The Dominion-Provincial Conference of 1958 recommended that

- "(1) No person under the age of 16 years shall be sentenced to imprisonment in a penal institution where adults are confined except where he is convicted of an offence mentioned in section 413 of the Criminal Code.
- (2) Where a person is confined in an institution for juveniles and the superintendent of that institution reports that the person is unsuitable for treatment in that institution, the Attorney General or other appropriate Minister of the Crown may, by warrant, authorize the transfer of that person to an appropriate penal institution."

The necessary amendments should be made to the Criminal Code and the Prisons and Reformatory Act to implement these recommendations but not, however, until the proper facilities to treat young offenders are available in the federal penitentiary system.

When federal young offenders' correctional institutions are available, such young inmates should be confined in these institutions and be subject to appropriate treatment and training programs recommended for them by the classification boards of those institutions.

Conclusion

The proportion of young males to the general male population of Canada is increasing yearly. It is to be expected that the number of delinquents will increase proportionately. The best hope of success in the field of corrections lies in the programs for the young inmates. While the young inmate is in the institution his natural abundance of energy and adventurous spirit should be directed into the proper channels. If properly directed he may very well become a first-class citizen. Misdirected, he is likely to become a confirmed and potentially dangerous criminal. It is from the ranks of the recidivist youthful offenders that there are recruited the largest percentage of the habitual criminals who create such a formidable problem in the administration of the criminal law.

CHAPTER 10

The Female Inmate

This chapter of the Report deals with:

- (1) Programs of treatment and training for female inmates;
- (2) Selection of staff for institutions for female inmates; and
- (3) Correctional institutions for female inmates.

As of March 31, 1959, approximately 263 women in Canada were serving prison sentences of more than six months. Of these, 107 were in federal institutions.

Very few females are convicted of crimes of violence. Crimes against property, not involving violence, false pretences and offences involving narcotic drugs are the major female criminal activities. About 40% of all females admitted to federal custody are drug addicts.

No statistics are available to show the ages of female inmates of provincial institutions, but the great majority of females admitted to the federal penitentiaries are between 20 and 40 years of age.

Our recommendations for the treatment of female inmates are based on the assumptions that they are, in the majority, non-violent and tractable, are mature in years, and are able to work.

Our recommendations are:

- (1) Programs of treatment and training for female inmates.
 - (a) Employment. The work experience of the average female who is in federal custody is almost non-existent. They require
 - (i) to learn how to apply for work, including both the personal approach and the presentation of a proper appearance,
 - (ii) to learn the proper way to handle difficulties on the job, because most of these women walk out when confronted with differences of opinion or when they become discouraged with their jobs, and
 - (iii) to develop the ability to carry on a full day's work over a period of time.

These deficiencies should be remedied by social development training and a full 40-hour work week in the institutions. The employment program should be developed

not only for production of goods but also as inmate training for the types of employment that inmates may obtain on release. Particular stress should be placed on home-making courses, and every female inmate should be given the opportunity of taking such a course.

(b) Education. Academic, vocational, physical, cultural and social education have important parts in the individual treatment programs.

(i) Academic education. If possible, teachers of academic subjects should be obtained, on a part-time basis, from the local school authorities.

(ii) Vocational training. Vocational training in beauty culture, hair dressing, etc., should be conducted for suitable inmates in properly organized classes and, if possible, be approved by a provincial trades board.

(iii) Physical training. Physical education should include remedial exercises, dancing and other activities that will encourage graceful and light movement, individual and team games, and good "keep fit" exercises suited to the physical capacities of the individual.

(iv) Cultural education. Cultural education should aim at developing an appreciation of the arts and crafts. Useful home-making subjects, which might be incorporated into the inmates' free-time activities, are flower arranging, first aid, child care, gardening, home nursing, dressmaking, and similar activities.

(c) Social training. Social training may be described as encouraging the inmates to live and act as ladies, and is an all-day, everyday educational process. The proper environment must be provided and the staff must set the example. Courtesy, good manners and politeness are contagious and, with proper encouragement, most inmates will co-operate.

Interested persons from the free community can assist generally with the institutional programs of social and cultural education.

(d) Religious programs. In small institutions it is not practical to provide full-time chaplains, but chaplains of all religious denominations from nearby communities should be encouraged to take part in the

institutional program. Care must be taken to create a proper atmosphere in rooms used for religious services.

- (e) Library. A good library of well chosen books, fiction, non-fiction and technical, should be provided and the atmosphere of the library should be such as to encourage inmates to use it.
- (f) Food administration. Food preparation is good vocational training for female inmates, and such classes should be organized. The dining-rooms should be designed as cafeterias and the inmates should be subjected to a minimum of regimentation while taking meals.
- (g) Medical services. Women seem to need much more medical attention than men, and ample facilities must be provided for medical examinations and for minor medical treatment. In an institution for 100 female inmates, a sick-bay of five beds should be provided. Seriously ill patients and those requiring operations should be treated at a local civilian hospital.

A small nursery is desirable to look after babies born to inmates during their terms of imprisonment. The mothers should be removed from the institution for the birth of their children, but in appropriate cases babies should be permitted to spend the first year of their lives in the institution.

The institutional doctor and the dentist should be engaged on a part-time basis, and a psychiatrist should be available to treat those inmates who are referred for psychiatric examination.

- (h) Discipline and custody. Women inmates do not need steel barriers nor barred windows. Detention type sash and wooden doors that may be locked provide all necessary housing security.

Women inmates are ordinarily well behaved, and discipline will usually be maintained if the rules of inmate conduct are reasonable and are enforced fairly and justly. However, women do become disciplinary problems and in these circumstances certain punishments may be necessary to keep good order. Generally, dissociation by room confinement is sufficient punishment for most offences.

- (i) Pre-release program. Good pre-release programs are probably more important to women inmates than to men. Unless real preparation is made for the reception in

society of the released female, the lack of a sense of security will drive her to the first group that will accept her and that will probably be the wrong one. A home, understanding, supervision, employment and help are necessary in the rehabilitation of the female inmate, and care must be taken to ensure that, when she leaves the institution, these are ready for her and she is ready for them.

- (j) Inmate clothing. Inmates should not be clothed in uniforms. Inmates should be issued dresses with a choice of conservative styles and colours. Generally, the inmates should be encouraged to be feminine. Smocks should be issued when the employment program makes it desirable, but inmates should be compelled to change clothing for the evening program. Proper sports clothing should be provided for physical training.

(2) Selection of staff for institutions for female inmates.

In small institutions it should be unnecessary for the staff to be uniformed. A much better relationship between staff and the inmates will be maintained if staff members dress in conservatively-styled clothing of a non-uniform type. Staff for women's institutions should be very carefully selected, as the contact between staff and inmates is much closer in a women's institution than in one for men. Staff members must be well adjusted emotionally, with poise, stability and even tempers. All staff members should be considered part of the treatment team and none should be limited solely to the function of custodian.

(3) Correctional institutions for female inmates.

It is desirable that institutions for women be kept as small as possible to allow for a closer relationship between staff and the inmates. Few female offenders are expected to be in federal custody, so this should not be difficult to arrange. We consider that each institution should be planned for the accommodation of 100 inmates, plus a reception unit. Each inmate should have her own room.

Housing units should be constructed to provide for different types of custodial conditions. Ample outdoor recreational grounds should be provided, and the whole facility should be enclosed by a secure type of fence.

Conclusions

We think that there are good prospects of rehabilitation in most female inmates, except possibly drug addicts. We consider, therefore, that every effort

should be made to provide the necessary facilities to achieve this rehabilitation. The programs should be designed to develop skills and to bring out qualities that are essentially feminine, and the whole atmosphere of the institution should be as homelike as is possible. However, the finest buildings, the best programs and the most useful equipment are only tools in the hands of the staff charged with the responsibility of redirecting the offender along the right road. A fully qualified, well-educated staff, with endless patience and understanding and with a desire to help others, is paramount in importance in any program of rehabilitating the female inmate.

CHAPTER 11

The Habitual Offender

This chapter of the Report deals with:

- (1) Segregation of habitual offenders;
- (2) Programs of preventive detention for habitual offenders;
- (3) Preventive detention institutions;
- (4) Pre-release hostels; and
- (5) Parole for preventive detainees.

There are certain professional or habitual criminals on whom programs of rehabilitative treatment are wasted. Where prisoners are not prepared to co-operate with the institutional staff and to participate wholeheartedly in the treatment and training program of the institution the time spent in the institution does nothing more than remove them from society. When released, still criminal in their outlook, the lives and property of other citizens are always in danger from their depredations. It was to protect society against this type of offender that Part XXI of the Criminal Code was enacted.

In most penitentiary systems there are very few older men serving sentences of imprisonment. It would seem that most criminals tend to burn out and cease their criminal activities in their late forties and early fifties.

Consequently, there would appear to be justification for the removal from society of the incorrigible and unreformable type of offender until he reaches middle age. Professional rehabilitative treatment, instead of being wasted on persons who refuse or are unable to benefit from it, could be intensified in its application to those who really desire and who are able to co-operate.

Our recommendations are:

- (1) Segregation of habitual offenders.

The purpose of imprisonment for habitual offenders should not be punitive but there is little hope that it can be reformative. Primarily it should be designed to ensure segregation of the offender from society. This involves not only segregation from society generally but also from reformable inmates.

- (2) Programs of preventive detention for habitual offenders.

The really dangerous habitual offenders should be kept in the supermaximum security parts of the maximum security institutions. The programs for such inmates should be carried out in conditions of complete

segregation from all other classes of offenders. However, the majority of habitual criminals are not dangerous, and programs of preventive detention should be arranged for them in special institutions known as preventive detention centres. As the purpose of preventive detention is to be neither punitive nor reformatory, the program of treatment in the institution should be designed to provide living conditions that are suitable for inmates serving long periods in confinement. The program should provide employment at profitable and productive industrial work for which the inmates should receive fair wages. Wages, if not equal to those in outside industry, should be somewhat similar, and from the wages should be deducted a proportion of

- (a) the cost of keeping the inmate in the institution;
- (b) the cost of supporting his family or dependants, if any; and
- (c) the amount of compensation, if any, awarded by the court for damage caused to persons or property as a result of the commission of crimes by the inmate.

The inmate should also be compelled to save at least enough to provide the equivalent of unemployment insurance benefits if or when the inmate is released on parole.

The basis of the program in a preventive detention centre should therefore be the teaching of good work habits and the provision of an opportunity to the inmate to earn wages and so be partially self-supporting.

As the treatment in those institutions is not designed to be punitive, many more of the amenities of everyday living should be introduced into the preventive detention centres than is usually the case in ordinary correctional institutions. However, these should be paid for by earnings from the intensive work program in which the inmates participate, and the inmate who will not work should not get the amenities.

Facilities should be provided for an academic educational program, cultural development, a good religious program and any other forms of social development program which will teach the inmates to live harmoniously with one another. Hobbies should be encouraged, and participation in various physical and recreational programs should be facilitated.

(3) Preventive detention institutions.

The custodial arrangements at a preventive detention centre should be a maximum security enclosure with manned towers, but with varying

degrees of custody in the living and working areas inside the perimeter. If the dangerous habitual criminals are kept in maximum security institutions, there should be little need, in a preventive detention centre, for inside cell blocks or gun cages. Rooms are to be preferred to dormitories, because the inmates will be spending a fair proportion of their lives in the institution, and a normal human desire for privacy should be anticipated. Facilities should be provided for both indoor and outdoor sports and other forms of recreation and entertainment. Institutions should be limited in capacity to 350 inmates.

(4) Pre-release hostels.

Because of the long terms of incarceration imposed on most preventive detainees, special release preparations are needed for them. Pre-release hostels should be established in or near large centres where employment possibilities exist. About six months prior to the inmate's parole date he should be transferred to a pre-release centre. Employment with civilian employers and a gradual easing of institutional restrictions will facilitate the transition from imprisonment to free society. If the inmate has any intention of rehabilitating himself as a law-abiding citizen a pre-release program will be a most important stepping-stone between life in prison and life in the community.

(5) Parole for preventive detainees.

Even the man sentenced to preventive detention must have hope of eventual release. This can be achieved by constant review of his case by the National Parole Board. However, where a man who has been sentenced to preventive detention is released on parole, his parole conditions should cover the rest of his natural life. We feel that, as preventive detention is not primarily intended to reform the offender but merely segregate him he should, before he is ever released, be required to prove that he is fit to re-enter normal society and also that he is willing to accept the conditions of life-long parole. Any breach of the conditions of his parole should return the offender to preventive detention.

CHAPTER 12

The Abnormal Inmate

This chapter of the Report deals with:

- (1) Psychopaths;
- (2) Homosexuals;
- (3) Mentally deficient inmates; and
- (4) Mentally disturbed but not certifiable inmates.

In every prison the staff is faced with the problem of the abnormal offender. In most cases, facilities are not available for segregation, nor for treatment, and these problem inmates interfere seriously with the efficient operation of the program of the institution. Where possible, such inmates should be segregated from the other inmates, and where this is not possible, very careful surveillance of their activities is essential if the other inmates are not to be affected by them.

Our recommendations are:

- (1) Psychopaths.

The term "psychopath" is used to describe an ill-defined group of prisoners suffering from personality disorders who represent perhaps 25% of the population of federal correctional institutions. A Netherlands representative, speaking on abnormal offenders to the European Consultative Group on the Prevention of Crime (UNO), discussed psychopaths in two categories:

- (a) criminal offenders who understand the attitude of society towards them but are unaffected by it; such persons have no feelings of guilt and, in some cases, are aggressive; and
- (b) criminal offenders who understand the challenge of society and are not unaffected by it, but are unable to meet it, owing to lack of will-power; in such persons feelings of guilt are typical.

There is no doubt that the hard core of criminals in any country is made up of individuals who are chronic cases of emotional maladjustment, which expresses itself in repetitive anti-social acts. Inquiry has failed to find the true cause of the psychopathic personality and, therefore, the correctional system has, as yet, no effective treatment for the condition. Many psychopaths will eventually become preventive detainees. However, there is a possibility

that some will respond to psychiatric treatment and the institutional psychiatric staff should therefore be given every reasonable opportunity to treat the more responsive.

Psychopaths range in behaviour from the very mild mannered to the most violent and intractable. It is therefore not possible to state that, as a group, psychopaths require any specific degree of security. Each individual is a separate problem and must be so treated by the classification board. No special institution is recommended, for many psychopaths settle very well into ordinary institutional life. However, all regions in Canada should have psychiatric clinics, with properly trained staff, where it may be possible, in some cases, to probe deeply into the personality structure of at least some of the psychopathic inmates and, in individual cases, perhaps find a cause for the condition and thus prescribe a cure.

(2) Homosexuals.

Prisons contain only about the same proportion of true homosexuals as the free community. However, in the unnatural environment of prison, certain psychopathic types who, in free society, were not predominantly homosexual, become so. Aggressive and dangerous, they prey on other inmates. Many other inmates accept homosexuality because nothing else is offered. It is probable that homosexuality causes more inmate quarrels and fights in prisons than any other problem.

Because homosexual tendencies are usually developed in the prison environment it is not reasonable to build special institutions for homosexuals. The segregation and supervision that is necessary in order to control homosexual activity should be provided in all correctional institutions.

Treatment should be considered for the true homosexuals, although psychiatrists generally will admit that physical treatment has failed to alter the subject's desires and psychotherapy, at best, has benefited only the very few of this type who have wished to modify their sexual behaviour and have been prepared to undertake long treatment.

(3) Mentally deficient inmates.

Mentally deficient inmates in the correctional institutions number between 3% and 15% of the total inmate population. A fair percentage of these inmates can be gainfully employed in institutional maintenance work. If sympathetically handled by the staff they may adjust quite well to institutional life and, in most instances, be able to earn a

living after release. They should be able to take a normal part in the general daily routine of the institution.

However, there is another group of mental defectives who are border-line imbeciles. Such inmates should be confined in a special institution in rural surroundings, with simple rules of living, and a work program which does not call for much mental ability. Inmates of this type should not be released from the institution unless some person in the community is prepared to care properly for them. They are usually unable to earn a living in a competitive world, and it is sheer cruelty to turn them loose unless they can be looked after by others.

(4) Mentally disturbed but not certifiable inmates.

Some inmates with specific mental problems, but who are not certifiably insane, are admitted to correctional institutions. To be grouped with them are other inmates who become mentally disturbed by the repressive atmosphere of prison life. Many inmates in this group respond well to psychiatric treatment. In consequence, we recommend that there should be provided, in each region, a psychiatric adjustment centre. These centres should be operated in conjunction with the regional hospital facility and should be maximum security types of establishments. As treatment centres the operations should be in charge of a psychiatrist, with sufficient staff (both psychiatric and psychological) to treat 40 to 50 inmates. This will be the average number needing such treatment in most regions. Recreational and other facilities should be completely segregated from the main institution. An inmate employment program is necessary and should preferably be one where the work is individual and is not only productive but is of therapeutic value.

CHAPTER 13

The Mentally Ill Inmate

This chapter of the Report deals with the question of responsibility for the custody of mentally ill inmates.

Persons who are charged with the commission of criminal offences and are afterwards certified as insane fall into four categories of custodial responsibility:

- (a) those who are charged with criminal offences and are found not guilty by reason of insanity; these persons are confined in provincial mental institutions;
- (b) those who are found guilty of offences and sentenced to penitentiary but, on admission, are certified as being insane by the penitentiary surgeon; these persons are returned to the custody of provincial authorities;
- (c) those persons who, having been committed to penitentiary, are certified as insane during the term of imprisonment; where arrangements have been made with provincial authorities those persons may be transferred to provincial mental hospitals for treatment; and
- (d) those persons who fall within paragraph (c), but in respect of whom arrangements have not been made with the provinces or the province is not prepared to honour such arrangements; these persons must be confined in the penitentiary ward for the insane.

As of March, 1959, seven certified mentally ill inmates remained in penitentiary wards where little or no treatment for mental disease is available and where surroundings are in no way conducive to the cure of mental diseases.

It seems to us that the danger to society is the same whether the insane person has committed an act that is an offence under the Criminal Code or, not having yet committed it, has a mental disease that is likely to cause him to commit it. Certainly, the same degree of secure custody must be provided for both types. It does not seem to us to be logical to call the one "criminally insane" because the act was committed, and to require him to be kept in a penitentiary, and to call the other "mentally ill", and require him to be kept in an institution other than a penitentiary.

Provincial legislatures have legislative jurisdiction concerning the mental health of residents in the province. All provinces have facilities for treating mentally ill patients. It would seem to us that, in any event, the provinces must provide safe custody for dangerous persons

- (a) who are found not guilty of committing an offence by reason of insanity and are ordered by the courts to be confined at Her Majesty's pleasure;

- (b) who are charged with serious crimes and are remanded by the courts for thorough psychiatric examination; or
- (c) who are certified as dangerous psychotics or psychopaths in ordinary medical circumstances.

Certified mentally ill patients should not remain in ordinary penal institutions. It has been advocated, by some interested persons, that a federal hospital for the so-called "criminally insane" should be established. In our opinion this would be an expensive and unsatisfactory course to follow.

The numbers involved would justify only one small institution, which would have to be located in the vicinity of the source of its greatest number of patients. This, because of the density of the population, would obviously be in Ontario or Quebec. Thus, inmates from British Columbia or Newfoundland would be removed from all friends and other home influences. We are informed that such a course would be most detrimental in the treatment of mental patients. The cost of transporting these inmates and their escorts would be prohibitive, especially in the case of inmates suffering from mental diseases that respond quickly to treatment but are recurrent.

We think that the provincial governments should assume responsibility for all inmates who are certified as mentally ill. If there are some provinces where mental hospitals have not the secure facilities that are necessary for the "non-criminally" as well as the "criminally insane", the Federal Government should consider seriously the possibility of assisting the provincial government financially in respect of the cost of providing such facilities. The Federal Government should undertake to pay the provincial government a per diem rate for those mental patients in provincial custody who, under their sentences, are the responsibility of the Federal Government. Where a cure is effected the inmate should be returned to the penitentiary. Where a cure is not effected, the inmate should remain in the same provincial mental institution after the expiration of the sentence of imprisonment. Thus treatment would be continued in the same surroundings and be administered by the same practitioners.

One circumstance should not be overlooked. All penitentiary inmates (except those few who die in prison) are eventually released. Ultimately the certifiable mentally ill will become the custodial responsibility of the provinces, whether or not they have been convicted of criminal acts.

We point out in Chapter 14 that the provincial hospitals for the physically ill have no facilities for custody of persons who are sentenced to imprisonment and who are suffering from contagious diseases, and we recommend that such persons should be treated in a part of the penitentiary hospital set aside for the isolation of persons with contagious diseases. Thus, the use of the provincial mental

hospitals for the certifiable mentally ill federal inmates would be reciprocated in the use of the penitentiary hospitals for the contagiously ill offenders who are the responsibility of the provinces. The result would be to the mutual benefit of both governments.

CHAPTER 14

The Contagiously Ill Inmate

Section 51 of the Penitentiary Act provides that, if so certified by the penitentiary surgeon, a convict who is suffering from a dangerously infectious or contagious disease "may remain and be kept in his former custody until his condition, in the opinion of the surgeon, justifies withdrawal of the certificate".

Many provinces do not have prison hospitals, and civilian hospitals for the physically ill are not provided with secure custodial facilities. It would impose on the provincial authorities a serious problem if a warden of a penitentiary refused to admit a convicted person suffering from, for example, active tuberculosis. This condition, discovered in a jail inmate who was a provincial government responsibility, would pose to the province the same problem.

It seems to us that in a regional system of federal correctional institutions proper hospital facilities, in secure custodial surroundings, must be provided, and that provision could also be made for an isolation department. Here could be treated not only federal prisoners who suffer from contagious diseases, but also convicted persons, similarly afflicted, who are the responsibility of provincial governments. Thus could be avoided another duplication of expensive services.

The arrangements that we recommend for the accommodation of the mentally ill would thereby be reversed for the physically ill. We consider that such reciprocity is in the best interests of the inmates and of the provincial and the federal governments.

CHAPTER 15

The Narcotic Drug Addict

This chapter of the Report deals with:

- (1) Amendments to the criminal law in relation to narcotic drug trafficking;
- (2) Prevention of the creation of new addicts; and
- (3) Reduction of the illegal demand for drugs by existing addicts.

Our Report deals with criminal addicts, i.e., those persons who, during the preceding ten-year period, have been convicted for illegal possession of narcotic drugs or have been convicted of any offence and are known to be drug addicts and those who, although having no known criminal record, are addicted and are suspected of having engaged in criminal activities or are known to associate with criminals.

There are about 3,000 criminal addicts in Canada. More than half of them are in British Columbia and, more particularly, in the lower mainland area. Vancouver has one criminal addict for every 390 residents.

Vancouver is in the greatest immediate need for a solution of the problem but no proposed solution can hope to be effective unless it operates on a national scale. The trafficker and the addict invariably tend to migrate to those jurisdictions where they can expect to find the least trouble with the law concerning narcotic drugs.

Parliament's jurisdiction is limited to the creation of offences by the enactment of laws and the provision of suitable punishment for persons who offend against those laws. To the extent that drug addicts are ill people, who do not offend against the criminal law but who require or could profit from medical treatment for their addiction, the problem is one to be dealt with by the provincial legislatures. However, there is a need for appropriate treatment of persons who, being addicted, come into contact with the criminal law on the subject.

The objectives of Parliament and the Dominion Government should be:

- (a) to reduce, as much as possible, the amount of drugs that is available for illegal use;
- (b) to prevent, as far as possible, the creation of new drug addicts; and
- (c) to reduce, as far as possible, and, if possible, eliminate the demand for drugs by existing addicts.

Our recommendations are:

(1) Amendments to the criminal law in relation to narcotic drug trafficking.

The motivation of the trafficker should be immaterial. The trafficker who peddles drugs primarily to pay the cost of his own addiction is no less a menace to society, while at large, than the trafficker who peddles for some other purpose. Federal legislation against illegal drug trafficking should be designed

- (a) to deter the would-be trafficker;
- (b) to teach a salutary lesson to the peddler who may deal in many small transactions and also to the major distributor who may deal in only a few large ones;
- (c) to attempt to assist the convicted trafficker to live in society upon his release without engaging in this form of criminal activity; and
- (d) to remove from society, for substantial periods, those persons who have demonstrated, by their previous conduct, that they are not likely to refrain from this type of conduct.

To attain these objectives we recommend that

- (a) the maximum punishment for drug trafficking should be a sentence of life imprisonment; the court should be authorized to impose it, in a proper case, even where the accused is a first offender;
- (b) there should be no minimum, mandatory sentence for second or subsequent convictions for trafficking;
- (c) the Attorney General of Canada should be authorized to institute and conduct any prosecution for trafficking and for such purposes should be authorized to exercise all the powers and functions conferred by the Criminal Code on the Attorney General of a province;
- (d) the Crown should have the right to elect whether the trial of a person charged with a drug trafficking offence will be before a superior, county or district court judge or a magistrate;
- (e) the Court should be authorized to grant probation, in proper cases, to first offenders and to fix the probation period for any term of years or for life;

- (f) a person sentenced to imprisonment for trafficking should be eligible to be considered for parole by the Parole Board but the parole period should be for life, no matter what length of sentence is awarded to the offender for the offence; if he is not granted parole he should, upon termination of his period in custody, be under statutory supervision for life;
 - (g) the punishments applicable in the case of a second or subsequent conviction for trafficking should be the same as for a first conviction, except that there should be no jurisdiction in the Court to grant probation;
 - (h) the law should provide that where an accused is convicted of a trafficking offence and it is established that he has previously been convicted of that kind of offence on two separate occasions the Court, upon application by the Crown, should be required to sentence the accused to preventive detention for an indefinite period, subject to release only under parole by authority of the Parole Board;
 - (i) the conditions of parole or statutory supervision, in the case of a trafficker, should be specially designed to ensure that he may not associate with juveniles, other addicts or previous offenders, nor may he operate an automobile; and
 - (j) persons who are convicted of smuggling or attempting to smuggle narcotic drugs into Canada should be liable, upon conviction, to a minimum sentence of three years' imprisonment and a maximum sentence of life imprisonment.
- (2) Prevention of the creation of new addicts.

The best means of preventing the creation of new addicts is by preventing juvenile delinquency, a matter that, in terms of the social, physical and moral development of young persons seems to fall exclusively within the jurisdiction of the provincial legislatures.

We recommend that, federally,

- (a) appropriate laws governing trafficking should be enacted to help to dry up the supply, and
- (b) in the penitentiary system existing criminal addicts should be segregated from non-addicts.

(3) Reduction of the illegal demand for drugs by existing addicts.

The fundamental issue is whether the criminal addict can abstain from the commission of criminal acts and, simultaneously, abstain from the use of narcotic drugs. The criminal addict must be treated not only for his addiction but also for his fundamental delinquency. This makes the problem of reform of the criminal addict not necessarily different but rather appreciably more difficult.

The basic approach should be to provide appropriate institutional treatment to remedy the fundamental delinquency of the criminal addict and to provide suitable supervision and guidance to assist him to abstain from using drugs during substantial periods of his life in the community.

The Federal Government has jurisdiction to deal with the addict only as an offender against the criminal law. The provincial legislatures have jurisdiction to deal with him as a medical or health problem or, put another way, as a dangerous, possibly contagious element in the local community. A full-scale attack on the narcotic drug problem, therefore, requires co-operative action by Parliament and the provincial legislatures and by the respective Governments.

We therefore recommend that

- (a) both federal and provincial law should provide for committal to custody for treatment of persons who are addicted to the use of narcotic drugs and that
 - (i) the federal law should apply in relation to those persons who, being convicted of simple, illegal possession of narcotic drugs, are found to be drug addicts and are committed to custody for treatment accordingly in criminal proceedings; and
 - (ii) the provincial law should apply in relation to those persons who, not being charged with any offence under federal laws, are found, in proceedings under appropriate provincial legislation, to be drug addicts and are committed to custody for treatment accordingly under that legislation;
- (b) the Federal Government should undertake, as soon as possible, the establishment of appropriate, special institutions for the segregation and treatment of drug addicts, whether committed under Dominion or provincial legislation;

- (c) the Dominion legislation should provide that
 - (i) where an accused is charged with illegal possession of narcotic drugs the Court should be authorized to remand the accused, at any time before the trial, for a period not exceeding sixty days, for medical and psychiatric examination; and
 - (ii) where, at the trial, the Court finds the accused guilty and, upon considering the report of the examination and any other relevant evidence, is satisfied that the accused is a drug addict, it should be authorized to commit the accused to "custody for treatment", except where the accused is convicted of possession of drugs for the purpose of trafficking;
- (d) the provincial legislation should complement the Dominion legislation by providing a procedure whereby, quite apart from the occasion when a person suspected of being a drug addict may be charged with an offence, he may be referred for medical and psychiatric examination for a period not exceeding sixty days and, if found to be addicted, may be ordered by competent authority to be kept in custody for treatment for an indefinite period;
- (e) in order for the federal and provincial legislation to be as effective as possible the provincial and federal legislation should be complementary;
- (f) committal of an addict to "custody for treatment", whether by virtue of Dominion or provincial law, should involve:
 - (i) the addict should be liable to detention and treatment for an indefinite period;
 - (ii) the addict should be eligible for release only at the instance and under the certificate of a single national agency such as, for example, the National Parole Board, and subject to conditions to be fixed by that agency in each case;
 - (iii) the addict, after release, should be subject to supervision and guidance to be arranged by the national agency;
 - (iv) the period of supervision after release should be indefinite and during that period the addict should be subject to frequent, periodic

physical examination by means of the most up-to-date methods, to determine whether he is again using narcotic drugs; and

- (v) where, pursuant to such examination, the addict is found to be using narcotic drugs he should be dealt with by the releasing agency, either
 - (i) by revocation of his certificate, in which case he should be returned to further custody and treatment for an indefinite period, subject to be released by the agency by means of the same procedure that applied in the first instance; or
 - (ii) by continuing the certificate under the same or altered conditions;
- (g) the institutions that will be required in order to implement the foregoing program should be constructed, staffed and maintained by the Dominion Government, but if the Provincial Governments participate in the scheme they should be expected to pay to the Dominion at least
 - (i) the per diem cost of maintaining in the federal institutions the persons who are referred or committed to them by virtue of provincial legislation; and
 - (ii) an appropriate amount in respect of the costs of after-care for persons originally committed under provincial legislation who are released under certificate of the releasing agency.

The segregation of addicts from non-addicts, which is fundamental to the success of the foregoing scheme, is equally fundamental to the proper operation of the federal prison system generally. The additional expense that will fall upon the Federal Government in establishing new institutions for the purposes of the foregoing scheme will therefore relate to those institutions that are necessary to confine those addicts who are committed to custody for treatment under provincial legislation. The additional expense that will be involved in providing intensive, specialized institutional treatment for drug addicts can only be ascertained after further inquiries are made.

The implementation of the foregoing proposals would ensure an integrated and comprehensive approach to the problem of narcotic drug addiction in Canada and the employment, to the greatest advantage at the least possible expense, of appropriate federal and provincial personnel and facilities.

We recommend that the appropriate officials of the Departments of Justice and National Health and Welfare be instructed to conduct preliminary discussions with the appropriate provincial officials to ascertain the informal views of the respective Provincial Governments concerning the foregoing proposals for amendment of the laws concerning drug trafficking and the segregation, treatment and supervision of narcotic drug addicts and, in particular, to ascertain

- (a) whether there is any likelihood that the Provincial Governments would be prepared to co-operate in a legislative and administrative program designed in accordance with the proposals set out above; and
- (b) if so, to determine the views of the respective Provincial Governments concerning
 - (i) the substance, form and application of legislation to be recommended to the respective governments in order that the problem of drug addiction may be met nationally in a comprehensive, integrated way;
 - (ii) the division of costs of administration of the program; and
 - (iii) the use of provincial probation officers as supervisors of addicts who have been released from custody under certificate of the releasing agency.

CHAPTER 16

The Alcohol-Addicted Inmate

This chapter of the Report deals with:

- (1) The need for a program of institutional treatment and specialized after-care for alcoholics; and
- (2) The principles governing treatment of alcoholics, both in the institution and on parole.

There is a correlation between crime and the consumption of alcoholic beverages. One-third of the 6,000 penitentiary inmates are alcoholics or problem drinkers. In Ontario more than sixty per cent of the 10,000 inmates admitted to reformatories in any year are classed by the authorities as intemperate. In British Columbia 11,000 out of some 14,500 inmates admitted in a year are so described.

Our recommendations are:

- (1) The need for a program of institutional treatment and specialized after-care for alcoholics.

The federal program of institutional treatment and specialized after-care should be designed to assist the inmate, upon his release, to abstain on a continuing basis from the use of alcohol. It is necessary to provide treatment for the inmate's drinking problem as a first step and in many cases it may be necessary to seek out and to treat the underlying causes not only of the alcoholism but also of anti-social conduct generally. Treatment is difficult because the alcoholic tends to refuse it or, at the least, is reluctant or unco-operative about accepting it.

- (2) The principles governing treatment of alcoholics, both in the institution and on parole.

Authorities do not agree on the causes of alcoholism. It is difficult to talk about cures without knowing causes. However, there seems to be general agreement that the alcoholic offender suffers from severe emotional conflicts, is immature in many respects and has difficulties in his personal relations with other people. The correctional system should assist him to resolve these conflicts, develop maturity in those areas where he is deficient and teach him ways and means of improving his personal relations with others.

There is nothing to be gained by segregating the alcoholic or the problem drinker from other inmates who do not fall in

these categories. What is required is the regular program that would be most suitable for the inmate if he were not a problem drinker and, in addition, a specialized program designed to provide treatment for his drinking problem.

There should be a continuing program of research designed to develop new and improved techniques for treatment of alcoholics.

There should be one full-time staff member in the institution (preferably a psychologist or social worker) whose duty should be to provide special counselling to individual inmates as circumstances indicate, to organize group activities of inmates who have drinking problems and to see to the proper integration of the specialized program with the ordinary treatment program in the institution.

There should be close integration between the institutional program and the after-care program that is designed for the alcoholic inmate. Where possible, parole should be granted at an early stage of the sentence, with suitable parole conditions designed to assist the parolee to abstain from drinking when he is at large and also providing him with close and helpful supervision.

CHAPTER 17

The After-Care of Inmates

This chapter of the Report deals with:

- (1) A system of compulsory after-care for every inmate who does not qualify for parole;
- (2) Dominion-Provincial co-operation in the fields of probation and after-care;
- (3) The role of the private after-care agencies; and
- (4) Financial grants to private after-care agencies.

The logical extension of institutional treatment and training is a system of treatment and training of the offender in the community for a period of time after he leaves the institution. This is called after-care.

After-care involves three elements: treatment (whereby the released inmate is helped to gain insight into his social and emotional problems), service (whereby he is assisted in fulfilling his physical needs) and surveillance (whereby a due degree of watchfulness serves to protect the released inmate against himself and to protect the public from the risk of his failure). Slightly more than one-third of prison inmates qualify for parole. The remainder give no positive evidence of desire, intention or ability to reform, and therefore are not granted parole.

Our recommendations are:

- (1) A system of compulsory after-care for every inmate who does not qualify for parole.

The law should provide for a period of compulsory after-care for every inmate who does not qualify for parole. The time to be served under statutory supervision in the community should be equal to the period of time actually served in custody under the sentence by the inmate. Thus, where a person is sentenced to imprisonment for two years and is not granted parole, he will receive the benefit of statutory remission (time off for good behaviour). If this is fixed at one-third of the sentence, i.e., eight months, he will then leave the institution after he has served sixteen months in custody. The period of statutory supervision should therefore be sixteen months.

We make the following additional recommendations concerning statutory supervision:

- (a) the period of statutory supervision should be at least one year, no matter how short a period is served in the institution under the sentence;
- (b) the conditions governing a person who is under statutory supervision should be set out in a license to be issued to the inmate, upon his release, by the Parole Board;
- (c) the conditions of statutory supervision should be similar to the standard conditions imposed by the Parole Board upon parolees;
- (d) supervision in these cases should be entrusted to government employees, either parole officers of the Government of Canada or probation or parole officers of the Provincial Governments;
- (e) the law should provide that, where a breach of statutory supervision conditions is alleged, an information setting forth the alleged breach can be laid before a magistrate by the supervisor. If the alleged breach is established, the magistrate should be authorized
 - (i) to commit the former inmate to prison to serve, in the federal institutional system, the unexpired portion of the statutory supervision period, unless sooner released on parole, or,
 - (ii) to order the release of the former inmate to continue to serve at large the unexpired portion of the statutory supervision period under license;
- (f) the system of statutory supervision should apply only to those persons who are convicted and sentenced after the coming into force of the enabling legislation;
- (g) the benefit of statutory supervision should be extended, first of all, to those classes of inmates where its application will most effectively operate in the public interest, i.e., to persons convicted of robbery, offenders under the Opium and Narcotic Drug Act, sex offenders and persons convicted of any other offence involving assaultive behaviour;

- (h) a more detailed plan for the future extension of statutory supervision to other categories of offenders should await consideration and report by the Planning and Development Section of the Corrections Branch, when that Branch is established.

(2) Dominion-Provincial co-operation in the fields of probation and after-care.

We recommend that

- (a) if the Federal Government takes over responsibility for the custody of inmates serving sentences under federal laws of more than one year and the Provincial Governments retain responsibility for the custody of inmates serving sentences of six months or less, the appropriate Dominion law should be amended to confer parole jurisdiction upon the Attorney General of the province in relation to those inmates who are serving sentences in provincial institutions;
- (b) the right to exercise the royal prerogative of mercy in relation to inmates who are serving in provincial institutions sentences imposed under federal laws should be conferred upon the Lieutenant-Governor of the province, acting on the advice of a provincial Minister of the Crown;
- (c) the Federal Government should proceed as quickly as possible to appoint, in those metropolitan areas of Canada where the volume of parole and statutory supervision work warrants, full-time parole officers whose duty it should be to exercise direct supervision over inmates who are released on parole or under statutory supervision;
- (d) where the Provincial Governments appoint probation officers in smaller cities and rural areas the Federal Government should seek to enter into agreements with those Provincial Governments that would authorize
 - (i) provincial probation officers to act as federal parole officers, and federal parole officers to act as provincial probation officers, and
 - (ii) the exchange of information between federal and provincial agencies, whether probation, parole or institutional, in relation to individual offenders, at any stage in the correctional process;

- (e) the Dominion-Provincial agreements, to be authorized by appropriate legislation, should provide for the payment, as between the respective Governments, of an appropriate amount to be agreed upon in respect of the salaries and administrative expenses incurred by one government in respect of the services rendered by its employees on behalf of the other government; and
 - (f) the Federal and Provincial Governments should attempt to reach agreement concerning standards of education, training and experience that are necessary in order for a person to be eligible for appointment as a probation or parole officer.
- (3) The role of the private after-care agencies.

Historically the role of the voluntary after-care agency in Canada has been

- (a) to pioneer in making recommendations for legislative and administrative reforms in the field of corrections, including probation, parole and institutions;
- (b) to aid the discharged prisoner in having his material needs fulfilled;
- (c) to provide a counselling service for discharged prisoners who have come voluntarily to receive assistance; and
- (d) generally, to supplement the correctional program of governmental agencies by serving in ways in which the public agencies have been unable or have not been permitted to serve.

We suggest that the following principles should govern the future development and operation of private after-care agencies in the federal correctional field:

- (a) they should remain "private" agencies in all respects, with programs designed to supplement and not to duplicate the programs of public agencies;
- (b) they should not in any sense be financially dependent upon governmental aid for their continued existence, but should maintain their independence by continuing to rely in large part upon public contributions and subscriptions for their financial needs;
- (c) they should continue to maintain and to develop general counselling services designed to assist released prisoners, whether on parole, statutory supervision or outright discharge;
- (d) they should not be considered to be in any respect relief agencies, whose primary

function is to provide material assistance to released prisoners solely to relieve financial or material distress or want; and

- (e) they should not serve in any capacity as a statutory supervision or parole supervisor in an authoritarian sense.

We make these recommendations concerning the functions that the agencies should fulfil in the future:

- (a) the primary function should be to act, in effect, as the prisoner's friend, available to give guidance, counsel and assistance to the inmate from the earliest days of his sentence until he is discharged from parole or statutory supervision and even thereafter if that type of help is calculated to assist in preventing the return of the former inmate to criminal activities;
- (b) as the prisoner's friend the agency, through its representatives, should be in frequent contact with the inmate in the institution and with his family in the community;
- (c) the agency should participate, in an advisory capacity, in parole or statutory supervision planning with the appropriate authorities in the Corrections Branch;
- (d) the agency should take a leading role in the operation of a pre-release program whereby the inmate, during selected periods prior to his discharge from the institution, is permitted to leave the institution for short periods of time, in the company of a sponsor, in order to learn again what life in the free community is like; and
- (e) it should be a recognized function of the private agency, through its hired workers and its lay members, to interpret the federal correctional program to the public on a local basis and to assist in the development of community understanding of the needs and problems of the inmate and ex-inmate.

(4) Financial grants to private after-care agencies.

The principles upon which federal grants to after-care agencies should be based are as follows:

- (a) the grants should be designed
 - (i) to compensate agencies for services rendered in the federal field that cannot be performed more satisfactorily or efficiently by government employees; and

- (ii) to assist the private agencies to expand their facilities so that they can increase and improve their services in the federal field;
- (b) the grants should not be in a form or an amount
 - (i) that will tend to result in the public withdrawing its voluntary financial support of the agency, or
 - (ii) that will cause the agency to become financially dependent upon federal grants for its continued existence; and
- (c) the total amount appropriated by Parliament for the purpose of grants should bear a reasonable relationship to the number of inmates who are calculated to benefit from the services that the agencies are capable of rendering while the inmate is in custody and after his discharge from custody.

We think that, for the time being at least, the only reasonable and fair basis upon which the total amount of federal financial assistance by way of grants to after-care agencies can be determined is by reference to a fixed fee in relation to each inmate who receives from the agencies, in each region of Canada, the benefit of the services that in this chapter we have proposed should be provided by after-care agencies.

We suggest that the total amount to be granted to after-care agencies in Canada should be calculated by reference to a fixed amount in respect of each inmate in federal custody on March 31st of the year in question and a fixed, but lesser, amount in respect of each inmate discharged from federal custody during the fiscal year ending on that date. Thus if an agency is the accredited prison visitor for an individual inmate it will receive a fixed amount (say \$20) for services rendered during the year and if it is still accredited on the day when the inmate is discharged, the agency will receive an additional fee (say \$10) in respect of the services that it is contemplated the agency will render during the period after the inmate is released. Thus the agency would receive from the Federal Government, in respect of that individual inmate, a total grant of, say, \$30.

Implementation of these proposals will require

- (a) the Penitentiary Service to establish an approved list of prison visitors, i.e., after-care agencies who satisfy the Commissioner of Corrections that they have

the necessary trained staff to carry on the work of after-care agencies in the federal field;

- (b) an inmate, upon arrival at a federal institution, to be informed immediately by an appropriate officer of the institution that a number of after-care agencies provide services, of the kind mentioned, to inmates in the institution but that it is completely a matter of free choice with the inmate whether or not he wishes to take advantage of those services;
- (c) the inmate, if he decides this question affirmatively, to be asked to select the agency that he prefers to have as his accredited prison visitor and arrangements should be made for an appropriate entry to be made to that effect on the inmate's file in the institution;
- (d) the inmate, if he is unable to decide which of the available agencies he wishes to have as his prison visitor, to be given an opportunity to meet the representatives of the various agencies so that he can, in due course, make his choice.

Not all inmates will take advantage of the service that is made available by the after-care agencies in the institution and on discharge. Where this occurs the total amount of grant to be made available to after-care agencies in the region should still be calculated in the same manner, i.e., by reference to the inmate population on March 31st and the number of inmates discharged from regional institutions during the fiscal year ending on that day, but the amount to be granted to each agency should be calculated by reference to the proportion of cases in which the agency acted as a prison visitor out of the total number of cases in which, in the region, agencies acted as prison visitors.

The following table indicates, in respect of the years 1955-59, the amounts that were actually distributed by the Department of Justice to local after-care agencies in the various regions of Canada and the amounts that would have been available for distribution to the agencies in those regions if the formula that we propose above had been applied:

Distribution of Federal Grants to
Voluntary After-Care Agencies

	1955	1956	1957	1958	1959
<u>Atlantic</u>	\$	\$	\$	\$	\$
Actual	6,680	8,550	10,450	10,550	12,900
Formula	16,550	16,490	15,370	17,630	18,600
<u>Quebec</u>					
Actual	16,100	21,500	27,190	34,900	41,200
Formula	38,320	39,230	38,860	42,970	44,970
<u>Ontario</u>					
Actual	12,610	16,050	20,800	22,000	26,800
Formula	31,300	32,770	34,490	35,130	37,330
<u>Central</u>					
Actual	5,890	7,850	9,150	9,050	7,700
Formula	10,520	10,650	9,570	10,200	11,200
<u>Prairie</u>					
Actual	8,860	11,500	12,500	13,050	17,700
Formula	15,330	15,900	14,910	16,310	17,150
<u>Pacific</u>					
Actual	6,750	9,600	11,900	11,350	13,600
Formula	15,850	16,960	17,200	17,340	19,070

CHAPTER 18

The Organization and Administration of the Federal Penitentiary Service

This chapter of the Report deals with the reorganization of the federal Penitentiary Service.

We have recommended that a Corrections Branch ultimately should administer federal correctional services, including the Penitentiary Service, the National Parole Service and the ancillary service sections necessary for the Branch to operate as an entity. Initially, however, the Penitentiary Service must continue to function as an independent administrative organization. We are of the opinion that the federal Penitentiary Service should be reorganized immediately so that it may

- (a) administer more efficiently its essential operations in the immediate future, and
- (b) prepare for the reorganization that will attend the establishment of a Corrections Branch of the Department.

There are certain recognized principles of organization and administration that explain our reasons for recommending an immediate reorganization of the Penitentiary Service.

The most important principle in organizing any system of operation is that definite lines of responsibility and authority must be fixed. Obviously, it is impossible for any one man to make policy and put it into practice, except in the very smallest of operations. Therefore, the delegation of administrative responsibility should begin at the highest possible level, no one should be given responsibility without authority, and both responsibility and authority should be fixed at all levels if harmony and co-ordination are to be attained.

In good organizational practice, each division of work is a grouping of similar tasks. However, each of these divisions must be kept working towards the main aim of the system. The function of organization is to keep the divisions working in harmony towards the common purpose.

Direct lines of responsibility, at times, seem to divide operations into departments which parallel one another. Sometimes, action simultaneously by several departments is needed to achieve a certain aim. A committee comprising heads of departments under the chairmanship of a superior officer may resolve harmoniously the problem.

Good organization is based on the decentralization of operations into fixed departments of responsibility and authority, with committees co-ordinating effort when more than one department is involved.

With a good organization, the head of the system is relieved from the day-to-day details of

operation, thus giving him time to deal with the legislation and policy-making, and to give direction when problems, affecting the system as a whole, arise.

In Chapter 3 we gave our reasons for recommending the division of the Corrections Branch into three main divisions of administrative responsibility:

- (a) operations (inmate treatment and training);
- (b) administration and organization (staff, establishments and written instructions); and
- (c) services and supply (the food, clothing, shelter, employment facilities and transportation)

The same reasons apply in relation to the administration of the federal Penitentiary Service. However, until such time as the Penitentiary Service is absorbed into the Corrections Branch we recommend that the medical service should be organized as a separate division under a chief medical officer.

To implement our recommendations and in keeping with the principles of organization that we have set out we recommend that the staff organization of the federal Penitentiary Service be established on the following basis:

- (a) the Service should be headed by the Commissioner of Penitentiaries, to be responsible to the Minister of Justice; the Commissioner to be responsible for administering the Penitentiary Service in accordance with policy, formulated by the Minister, and based on legislation enacted by Parliament,
- (b) the Commissioner should have, to relieve him of the detail of the day-to-day operations of the Service, a Deputy Commissioner who should direct, within established policy, the operations of the Service, through three Assistant Commissioners, a Chief Medical Officer, and the Wardens and Directors of the various federal correctional institutions.

The responsibilities of these officers should be as enumerated hereunder:

- (a) Assistant Commissioner (treatment and training) to be responsible for planning, inspecting and co-ordinating the various aspects of the treatment and training program of the Service, including
 - (i) academic, social, cultural and vocational training,
 - (ii) religious training,
 - (iii) recreational training,
 - (iv) inmate employment,

- (v) custody,
 - (vi) discipline,
 - (vii) library services,
 - (viii) social services,
 - (ix) inmate classification system,
 - (x) inmate records,
 - (xi) recommendations for institutional placement, and transfer of inmates between institutions,
 - (xii) liaison with the National Parole Board, and
 - (xiii) liaison with social welfare agencies;
- (b) Assistant Commissioner (administration) to be responsible, within established policy, for these functions in the Service:
- (i) personnel administration,
 - (ii) personnel training (including supervision of the Penitentiary Staff College),
 - (iii) staff establishments,
 - (iv) head office administration,
 - (v) institutional administration, policy and inspection,
 - (vi) preparation of the Commissioner's instructions, and the editing of service manuals,
 - (vii) preparation of the Commissioner's reports,
 - (viii) central registry,
 - (ix) travel section, and
 - (x) public relations;
- (c) Assistant Commissioner (services and supply) to be responsible for
- (i) budget preparation,
 - (ii) budget control,
 - (iii) accounts generally,
 - (iv) food procurement,
 - (v) clothing,
 - (vi) canteen,

- (vii) purchasing,
 - (viii) laundry,
 - (ix) storekeeping,
 - (x) food preparation, including diet sheets and steward supervision,
 - (xi) institutional maintenance, including services such as water, electric light, sewage, etc.,
 - (xii) building construction,
 - (xiii) fire prevention,
 - (xiv) industries, including procurement of orders and sales of products,
 - (xv) farm operations;
- (d) Chief Medical Officer to be responsible for
- (i) the guidance and co-ordination of the medical and psychiatric program throughout the Service,
 - (ii) the preparation of manuals for institutional medical services,
 - (iii) medical policy generally,
 - (iv) dental policy generally, and
 - (v) institutional sanitation policy;
- (e) Wardens, as executives in the institutions, should be directed by the Commissioner through the Deputy Commissioner, and have a staff relationship to all other Penitentiary Service headquarters officers. However, the divisions in the institutional organization must work within the policies developed by the Assistant Commissioners at the headquarters of each of the divisions. The Wardens must collaborate with the Assistant Commissioners to see that this is done, even though actual over-all command of institutional activities is exercised only by the Commissioner and the Deputy Commissioner.

APPENDIX "A"

Minister of Justice

Commissioner of Penitentiaries

Deputy Commissioner

Chief Medical
Officer

Medical Policy
Psychiatric
Policy
Dental Policy
Sanitation
Policy

Assistant
Commissioner
(Operations)

Education
Religion
Recreation
Employment
Custody
Discipline
Library
Social
Services
Classifica-
tion
Inmate Records
Inmate
Transfers
Liaison:
(a) Parole
Board
(b) Welfare
Agencies

Assistant
Commissioner
(Admin. and
Organization)

Personnel:
(a) Admin.
(b) Training
Staff Estab-
lishments
Head Office
Admin.
Institutional
Admin.
Policy
Commissioner's
Instructions
Commissioner's
Reports
Central
Registry
Public
Relations

Assistant
Commissioner
(Services and
Supply)

Food
Clothing
Canteen
Purchasing
Laundry
Storekeeping
Institutional
Maintenance
& Services
Building
Construction
Industries
Farms

Wardens and Directors of Federal Institutions

CHAPTER 19

The Staff Organization and Administration of Federal Correctional Institutions

This chapter of the Report deals with:

- (1) The staff organization of federal correctional institutions generally, and
- (2) The detailed staff organizations of institutions for
 - (a) adult males in medium security;
 - (b) women;
 - (c) young male offenders;
 - (d) preventive detainees;
 - (e) adult males in reception; and
 - (f) adult males in minimum security.

In Chapter 18 we recommend that the administration of the federal Penitentiary Service should be organized in four functional divisions. We consider that, in keeping with good administrative practice, the same framework of organization should be introduced into the administrative organizations of the correctional institutions. The four divisions are:

- (a) operations (inmate treatment and training);
- (b) administration and organization (staff, establishments and written instructions);
- (c) services and supply (food, clothing, shelter, employment facilities, transportation, etc.); and
- (d) medical services.

At the present time there is no standard organization for the institutional staffs throughout the federal Penitentiary Service. Certain key staff positions are the same in each institution, and Wardens group, with these positions, such subdivisions of their organizations as they find expedient. As an example of the present institutional organization, we have used the organizational chart of the Collin's Bay Penitentiary. At this institution, according to the organizational chart, the Warden has answering directly to him the following heads of departments:

- (a) the accountant;
- (b) the secretary;
- (c) the storekeeper;
- (d) the chaplains;
- (e) the chief trades instructor;

- (f) the mechanical supervisor;
- (g) the chief vocational training officer;
- (h) the physician;
- (i) the steward;
- (j) the plant engineer;
- (k) the farm instructor; and
- (l) the deputy warden.

The Deputy Warden supervises

- (a) the classification staff;
- (b) the chief keeper; and
- (c) the school-teacher.

The Deputy Warden is the co-ordinator of institutional operations.

The Chief Keeper, in addition to directing custody, has supervision of

- (a) the laundry;
- (b) the canteen;
- (c) inmate clothing; and
- (d) physical training.

The organization of this institution is similar to that of most federal institutions and in our opinion it is not a good one. The Warden is concerned with too much of the detail of running the institution. We consider that the Warden, as head of the institution, should be relieved of the day-to-day detail of institutional administration, thus to be free to supervise all parts of the institutional program and to ensure that the Commissioner's policy, in all its aspects, is being followed in each department. We consider, also, that work should be divided into groups of related activities.

This example of anomalous organizational practice is duplicated, to some extent, at all the federal penitentiaries, with the exception of the Federal Training Centre. There, the divisions of work are of related subjects, and do follow to a reasonable degree the divisions which we advocate. We suggest that there should be one standard framework of organization applicable to all correctional institutions in the federal Penitentiary Service. We make these recommendations concerning institutional staff organizations:

- (1) The staff organization of federal correctional institutions generally.

To follow the recognized principles of good organizational practice, we recommend that the divisions of functions and responsi-

bilities, which are operative at the headquarters of the Commissioner of Corrections, and at the regional headquarters, should comprise the framework of organization in the institutions. Therefore, in the institutions, the administration should be directed through the same four channels of organization that we have suggested in Chapter 18, entitled "The Organization and Administration of the Federal Penitentiary Service".

Inmate treatment and training.

The most important activities division in an institution is that of treatment and training, for the work of that division is the reason for the existence of the institution. We group the following institutional functions in this division:

- (a) inmate employment;
- (b) custody, discipline and safety;
- (c) classification;
- (d) academic education;
- (e) vocational training;
- (f) physical training and recreation;
- (g) spiritual care of inmates;
- (h) hobbycraft;
- (i) liaison with social service agencies;
- (j) parole and pre-release preparation;
- (k) library services;
- (l) inmate social development; and
- (m) inmate records.

Administration and organization.

In the division of administration and organization, we group

- (a) personnel administration;
- (b) personnel training;
- (c) general institutional office work;
and
- (d) public information service.

Services and supply.

In the division of services and supply, we group

- (a) storekeeper;
- (b) mechanical engineer and transportation, including despatching and control of vehicles;
- (c) food administration for officers and inmates;
- (d) maintenance services, power, heat, water, sewage disposal and light;
- (e) general farming and care of live-stock;
- (f) industries;
- (g) laundry;
- (h) clothing; and
- (i) canteen and supplies.

Medical services.

The Medical Officer, as head of the institutional medical services, should direct the medical program, including

- (a) surgery;
- (b) general medicine;
- (c) psychiatry;
- (d) dentistry;
- (e) hospital or sick-bay services; and
- (f) advice on institutional sanitation.

Command responsibility.

The Warden, as executive head of the institution, should be directly responsible to the Commissioner, through the Deputy Commissioner, for the operation of the institution. When the Corrections Branch is organized the Warden's responsibility should be to the Regional Director. The Warden should direct the operations of the institution through

- (a) the deputy warden, in charge of treatment and training;
- (b) the assistant warden (administration), in charge of the administration and organization division;

- (c) the assistant warden (services and supply), in charge of the division of services and supply; and
- (d) the medical officer, in charge of the medical program.

Staff relationships.

The clearly defined divisions, identical in their activities with the organizational divisions of either the regional headquarters or the headquarters of the Commissioner of Corrections, would, in our opinion, provide simple staff channels for the issuance and dissemination of staff instructions and advice.

Existing institutions.

The existing institutions may, through custom and facilities, be difficult to reorganize completely, but we feel that the general principle of the four organizational divisions should, as far as possible, be accepted and implemented. In the ensuing paragraphs we deal with the application of this concept of staff organization to the various types of institutions.

(2) The detailed staff organizations of institutions.

In preparing the organizational charts of the various types of institutions, we have assumed that the following factors affecting staff organization are accepted:

- (a) the regional grouping of institutions;
- (b) the establishment of proper reception centres and procedures;
- (c) a regional hospital is available for the seriously ill and for psychiatric referrals;
- (d) the academic educational program, except in subjects related to vocational training, is an evening and weekend activity;
- (e) the recreational and cultural education and such activities as hobbycrafts, etc., are evening and weekend activities;
- (f) eight hours a day is the normal inmate working or training day, five days a week; and that Saturday morning is devoted to institutional clean-up;
- (g) custodial officers are trained in the treatment role of their duties, and act as inmate counselling officers as well as custodians;

- (h) vocational training officers, school-teachers, maintenance tradesmen and industrial foremen accept their custodial role as well as their training and supervisory role;
- (i) there are no manned gun towers or cages, except in maximum security institutions and preventive detention centres;
- (j) the staff work a 40-hour week (in our calculations of staff needs, we have allowed a period of five weeks per annum to take care of annual and sick leave and statutory holidays); and
- (k) the staff tours of duty are arranged to fit the inmate program and not vice versa, as at present.

Closed institutions for 400 adult male inmates as medium security risks.

The staff organization chart for this type of institution is attached as Appendix "A" to this chapter. This organization is based on the assumption that

- (a) the work and employment program includes provision for
 - (i) 120 inmates in vocational training,
 - (ii) 200 inmates in industrial work, and
 - (iii) 80 inmates in plant maintenance and other institutional administrative work;
- (b) the institution comprises four housing wings each of 100-inmate capacity, a reception and release wing and a gate-house;
- (c) security will be provided by means of two perimeter chain-link fences and without manned gun towers; and
- (d) there will be available part-time assistance to the school-teacher for the evening and weekend programs, and to the welfare officer for such subjects as dramatic coaching, glee club, music appreciation and hobby-craft.

Women's institutions.

As Appendix "B" to this chapter, we attach a proposed staff organization chart for a women's institution. The program, for which this organization is devised, assumes that

- (a) inmates are employed in industrial work, in addition to work and training in home-making activities and participation by suitable inmates in a vocational training program;
- (b) academic and other educational training are evening and weekend activities, using part-time teachers, if possible;
- (c) housing is provided in four units of 25 inmates each, with a private room for each inmate, the whole institution being self-enclosing, thus simplifying custody during the dark hours;
- (d) the reception and main housing units are separated physically but operated and administered by the same over-all staff; and
- (e) civilian hospitals are available and used for the seriously ill.

Young male offenders' institution.

As Appendix "C" to this chapter, we attach a proposed staff organization chart for a young offenders' institution. The program for which this organization is devised comprises

- (a) the reception and main housing units separated physically but operated and administered by the same over-all staff;
- (b) a perimeter of two chain-link fences as secure as possible without gun towers;
- (c) hospital accommodation at the regional correctional hospital facility;
- (d) housing in wings of 50-inmate capacity with mixed dormitory and private room accommodation; and
- (e) vocational training for all suitable inmates.

Preventive detention centres.

We attach to this chapter as Appendix "D" a proposed organization chart for a preventive detention centre. This chart is based on a program that provides

- (a) industrial employment for 275 inmates operating on an 8-hour day, five days a week, at a tempo equal to outside industries, the other 75 inmates of

this institution working at institutional maintenance and other necessary administrative work;

- (b) certain segregation of inmates in seven wings of 50 inmates each, the institution itself being enclosed in a double fence perimeter protected by three-manned gun towers and a manned gate-house;
- (c) that dangerous inmates are screened from the preventive detainees, such dangerous inmates being kept in maximum security institutions;
- (d) that psychiatric referrals are sent to the regional hospital facility;
- (e) that any seriously ill are removed to the regional hospital for treatment.

Reception centres.

Reception centres for female inmates and young male offenders are incorporated in the over-all correctional facility for those types of inmates.

Young offenders.

As it is desirable to separate the young offender from the adult offender at the start of his incarceration, separate reception facilities should be provided. Almost all young offenders need close custody, and the treatment and training that may be given in such conditions. Therefore, one facility may be used to house both the reception and the treatment and training program, thus promoting economy by employing the institutional staff in both programs.

Female offenders.

Females of all custody types, particularly in view of the small numbers involved, may be treated in the same institution, provided that there are segregated facilities, with varying degrees of custody, and for diversified programs of treatment and training. The reception program may be administered in one part of such an institution.

Adult males.

Adult males who comprise the majority of federal offenders need careful classification as to

- (a) custody types;
- (b) work or training programs; and
- (c) treatment needs.

Because of the large numbers involved, it is possible to provide separate institutions for homogeneous groups. However, the classification process into these groups, prior to segregation, should be commenced immediately offenders are sentenced by the court. Hence, it is desirable to have facilities for reception established in close proximity to the sentencing courts.

This, of course, is only feasible in the more heavily populated areas and there is no doubt that, in the early stages of this program, such centres will not be available. However, as soon as the population in the existing maximum security institutions is reduced, the vacated part of the institution should be used for adult male reception, and the staff establishment that we recommend in Appendix "E" should be modified to suit the facility.

At a later stage of the program, proper reception centres should be built in appropriate places, and then the recommended complete staff establishment will be necessary.

Forestry and farm camps.

As Appendix "F", we append to this chapter an organization chart showing the proposed establishment for a forestry or farm camp.

This organization may be modified to suit the employment program, and serves mainly to demonstrate that very few custodians, as such, are needed in camp or open custody conditions.

The basic divisions of responsibility remain, although the administrative and the services divisions are grouped under one supervisor.

Drug addicts.

Both the institution and the staff organization for this type of inmate need very careful study, and we cannot reasonably forecast the necessary staff, without professional assistance in developing the program and planning the type of institution required.

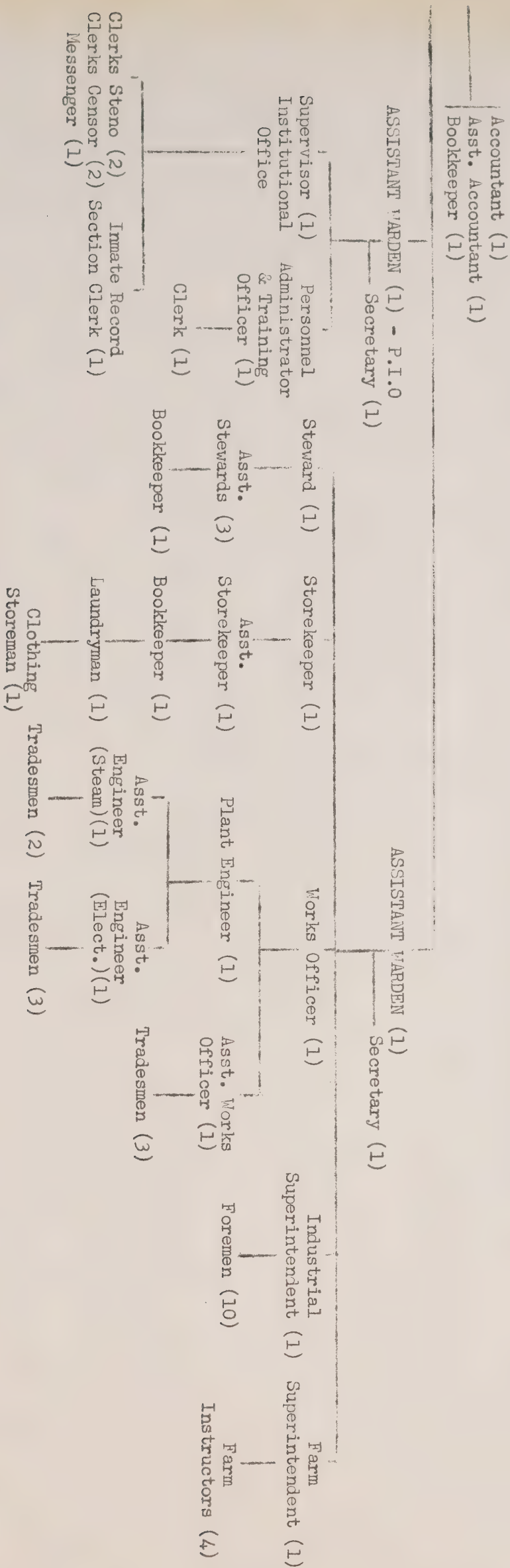
Summary.

The staff organizations in this chapter are developed primarily to show the system of command and staff authority, which is constant from the head of the Corrections Branch through the regions and into the institutions. The numbers of staff will vary from our estimate with the actual design and operation of the various types of institutions, but the figures given here are accurate enough for the purpose of estimating roughly the cost of staffing the various types of institutions.

S T A F F L I S T

1	WARDEN
1	Deputy Warden
4	Assistant Wardens
1	Medical Officer
1	Dentist (part-time)
1	Hospital Officer
5	Assistant Hospital Officers
5	Principal Officers
6	Supervising Officers
60	Correctional Officers
1	Classification Officer
2	Assistant Classification Officers
1	School Teacher
1	Assistant School Teacher
1	Physical Training Instructor
2	Assistant Physical Training Instructors
1	Welfare Officer
1	Parole Officer
2	Chaplains
1	Accountant
1	Assistant Accountant
3	Bookkeepers
1	Office Supervisor
1	Training Officer
12	Clerks
1	Messenger
1	Steward
3	Assistant Stewards
1	Storekeeper
3	Assistant Storekeepers
1	Works Officer
1	Assistant Works Officer
1	Plant Engineer
2	Assistant Engineers
10	Maintenance Tradesmen
1	Industrial Superintendent
10	Industrial Foremen
1	Farm Superintendent
4	Farm Instructors

Total 156



CLOSED INSTITUTION FOR 400 ADULT MALE INMATES
 Program -- Industrial and Farm Employment
 STAFF ORGANIZATION

WARDEN (1)
 Secretary (1)

DEPUTY WARDEN (1)
 Secretary (1)

MEDICAL OFFICER (1)

ASSISTANT WARDEN (1)
 Custody

Secretary (1)

Dentist (part-time)(1)

Hospital Officer (1)

Asst. Hospital Officers (5)

Principal Officers (5)

ASSISTANT WARDEN (1)
 Treatment

Secretary (1)

Classification Officer (1)

School Teacher (1)

P.T.I.(1)

Welfare Officer (1)

Parole Officer (1)

Chaplains (2)

Asst. Class Officer (2)

Asst. School Teacher (1)

Asst. P.T.I.(2)

Library

Hobbies

Stenos (2)

Canteen

Reception and Release Wing Supervisor (1)

Supervisor (1)

Correctional Officers (10)

A Wing Supervisor (1)

Correctional Officers (10)

B Wing Supervisor (1)

Correctional Officers (10)

C Wing Supervisor (1)

Correctional Officers (10)

D Wing Supervisor (1)

Correctional Officers (10)

Gate House Supervisor (1)

Correctional Officers (10)

25

7,05,34074-5

1. THEORY

7500 291 11

1970-1971

.. .. .

1999-2000

THE UNIVERSITY OF CHICAGO

1948-1949

REPORT FORWARDED: (201-11-1)

201007 12 09 00 00

THE UNIVERSITY OF CHICAGO

[illegible]

1988 (1988-1989)

$$T_{\text{eff}} = \frac{1}{\frac{1}{T_1} + \frac{1}{T_2} + \frac{1}{T_3} + \dots + \frac{1}{T_n}}$$
[illegible]

THE UNIVERSITY OF CHICAGO

CORRELATION

$$x_{2k+1} = \frac{1}{2} \left(x_{2k} + \frac{1}{x_{2k}} \right) \quad (k=1, 2, \dots, n-1)$$

... 1962 ...

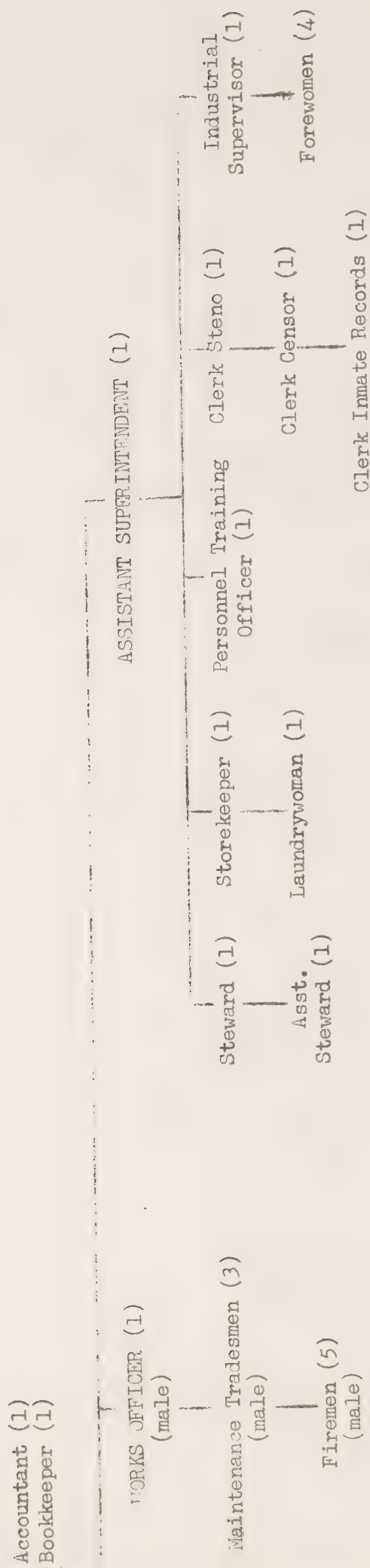
1947 15500 1.50

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124	125	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155	156	157	158	159	160	161	162	163	164	165	166	167	168	169	170	171	172	173	174	175	176	177	178	179	180	181	182	183	184	185	186	187	188	189	190	191	192	193	194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300	301	302	303	304	305	306	307	308	309	310	311	312	313	314	315	316	317	318	319	320	321	322	323	324	325	326	327	328	329	330	331	332	333	334	335	336	337	338	339	340	341	342	343	344	345	346	347	348	349	350	351	352	353	354	355	356	357	358	359	360	361	362	363	364	365	366	367	368	369	370	371	372	373	374	375	376	377	378	379	380	381	382	383	384	385	386	387	388	389	390	391	392	393	394	395	396	397	398	399	400	401	402	403	404	405	406	407	408	409	410	411	412	413	414	415	416	417	418	419	420	421	422	423	424	425	426	427	428	429	430	431	432	433	434	435	436	437	438	439	440	441	442	443	444	445	446	447	448	449	450	451	452	453	454	455	456	457	458	459	460	461	462	463	464	465	466	467	468	469	470	471	472	473	474	475	476	477	478	479	480	481	482	483	484	485	486	487	488	489	490	491	492	493	494	495	496	497	498	499	500	501	502	503	504	505	506	507	508	509	510	511	512	513	514	515	516	517	518	519	520	521	522	523	52
--	---	---	---	---	---	---	---	---	---	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	----

STAFF LIST

		Total	68
Superintendent	1		
Deputy Superintendent	1		
Assistant Superintendents	3		
Clerks	6		
Accountant	1		
Bookkeeper	1		
Supervising Officers	6		
Correctional Officers	15		
Registered Nurses	3		
Medical Officer (part-time)	1		
Psychiatrist (part-time)	1		
Dentist (part-time)	1		
Chaplain (part-time)	1		
Classification Officer	1		
Case Worker	1		
School Teacher	1		
School Teachers (part-time)	3		
Vocational Training Officers	1		
Physical Education Officer	1		
Welfare Officer	1		
Personnel Training Officer	1		
Steward	1		
Assistant Steward	1		
Storekeeper	1		
Laundrywoman	1		
Industrial Supervisor	1		
Forewomen	4		
Works Officer (male)	1		
Maintenance Tradesmen (male)	3		
Firemen (male)	5		

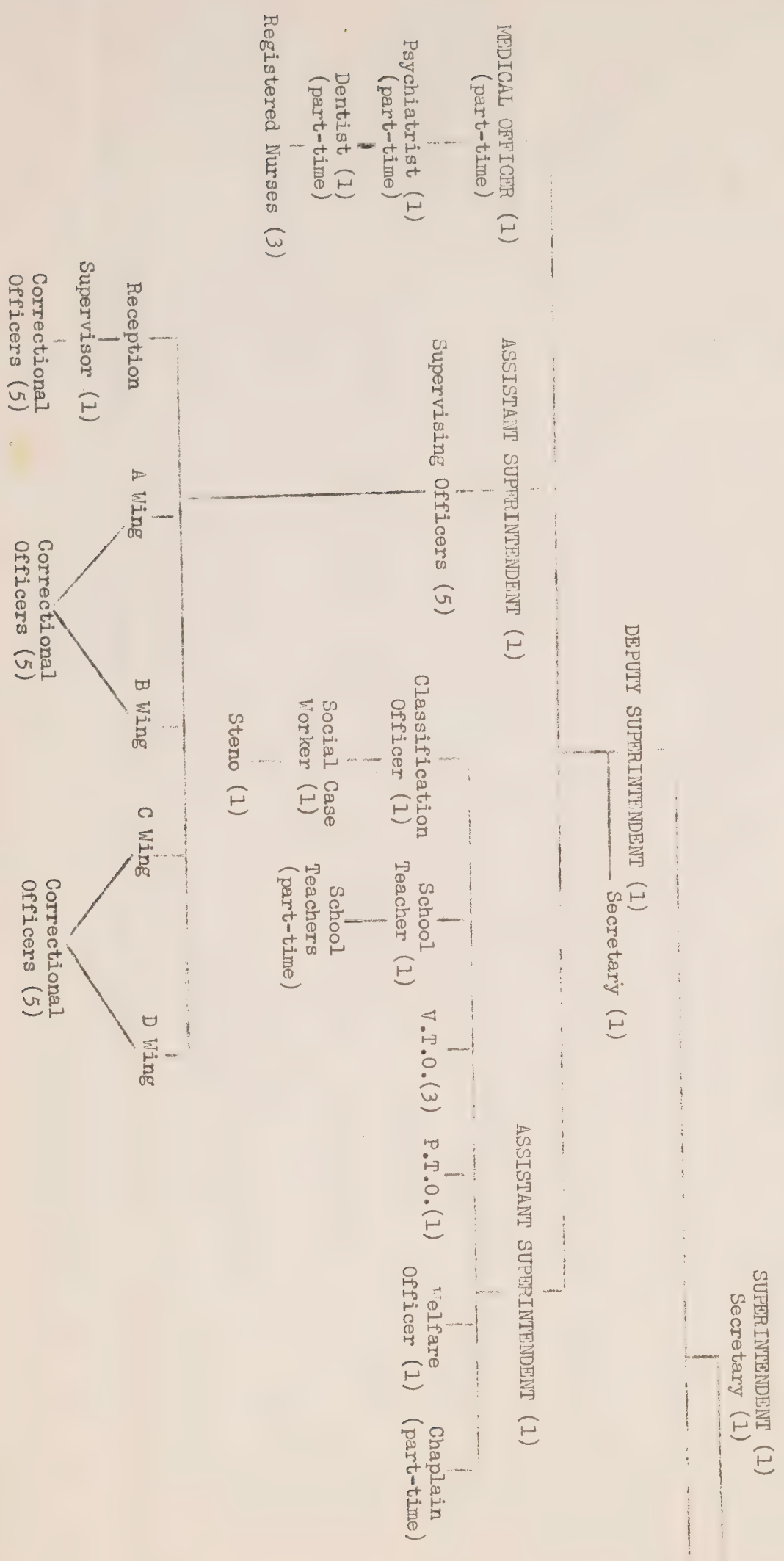
APPENDIX "B"



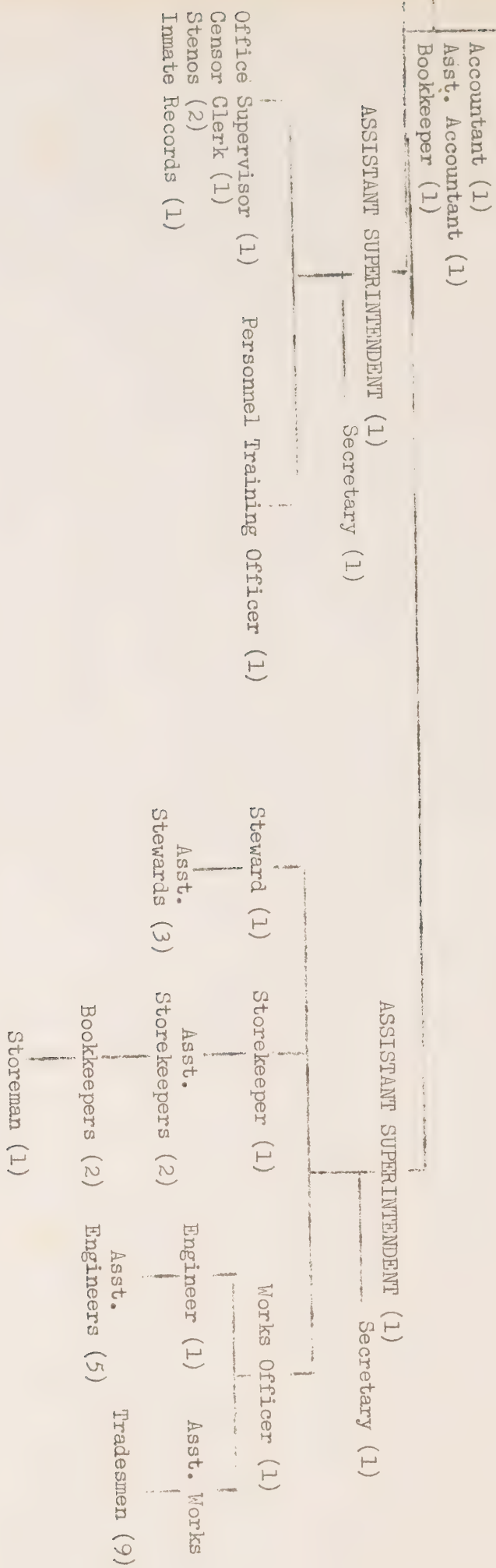
APPENDIX "B"

WOMEN'S INSTITUTION AND RECEPTION UNIT
Capacity: 100 Inmates plus 25 Inmates in Reception
Program: Vocational Training and Industrial Employment.

STAFF ORGANIZATION



10



S T A F F L I S T

1	Superintendent
1	Deputy Superintendent
4	Assistant Superintendents
1	Medical Officer
1	Psychiatrist (part-time)
1	Dentist (part-time)
1	Hospital Officer
5	Assistant Hospital Officers
1	Accountant
1	Assistant Accountant
3	Bookkeepers
12	Clerks
5	Principal Officers
9	Supervising Officers
45	Correctional Officers
1	Classification Officer
3	Assistant Classification Officers
1	School Teacher
3	Assistant School Teachers
1	Physical Education Instructor
3	Assistant Physical Education Instructors
1	Chief Vocational Training Officer
25	Vocational Training Officers
1	Welfare Officer
1	Chaplain
	Chaplains (part-time)
1	Parole Officer
1	Office Supervisor
1	Personnel Training Officer
1	Steward
3	Assistant Stewards
1	Storekeeper
2	Assistant Storekeepers
1	Storeman
1	Works Officer
1	Engineer
5	Assistant Engineers
1	Assistant Works Officer
9	Tradesmen

Total 159

APPENDIX C

YOUNG MALE OFFENDERS INSTITUTION (Closed)
Capacity: 250 Inmates plus 75 in Reception
Program: Vocational Training

SUPERINTENDENT (1)
Secretary (1)

DEPUTY SUPERINTENDENT (1)
Secretary (1)

ASSISTANT SUPERINTENDENT (1)
Secretary (1)

ASSISTANT SUPERINTENDENT (1)
Secretary (1)

MEDICAL OFFICER (1)

Psychiatrist (1)
(part-time)

Dentist (1)
(part-time)

Hospital Officer (1)

Asst. Hospital Officers (5)

Principal Officers (5)

Classification Officer (1)

School Teacher (1)

Physical Education Instructor (1)

C.V.O. (1)
V.T.O.'s (25)

Welfare Officer (1)

Chaplain (1)
Parole Officer (1)
Chaplains (part-time)

Asst. Class. Officers (3)

Asst. School Teachers (3)

Asst. Physical Education Instructors (3)

Canteen

Reception

Wing 1 Supervisor (1)
Correctional Officers (5)

Wing 2 Supervisor (1)
Correctional Officers (5)

Wing 3 Supervisor (1)
Correctional Officers (5)

Wing 4 Supervisor (1)
Correctional Officers (5)

Wing 5 Supervisor (1)
Correctional Officers (5)

Gate House Supervisor (1)
Correctional Officers (5)

A Wing Supervisor (1)
B Wing Supervisor (1)
C Wing Supervisor (1)

Correctional Officers (5)
Correctional Officers (5)
Correctional Officers (5)

STAFF LIST

1 Warden
1 Deputy Warden
4 Assistant Wardens
1 Medical Officer
1 Hospital Officer
5 Assistant Hospital Officers
Dentist (Part Time)
13 Clerks
1 Accountant
1 Assistant Accountant
2 Bookkeepers
5. Principal Officers
55 Correctional Officers
12 Supervising Officers
1 Classification Officer
2 Assistant Classification Officers
1 Office Supervisor
1 School teacher
1 Assistant School Teacher
1 Personnel Training Officer
1 Physical Education Instructor
1 Welfare Officer
2 Chaplains
1 Parole Officer
1 Steward
4 Assistant Stewards
1 Storekeeper
2 Assistant Storekeepers
1 Laundryman
1 Works Officer
1 Assistant Works Officer
1 Engineer
5 Assistant Engineers
7 Tradesmen
1 Industrial Superintendent
18 Shop Foremen

Total 157

APPENDIX B

PREVENTIVE DETENTION CENTRE
Capacity: 350 inmates
Program: Industrial Production

WARDEN (1)
Secretary (1)

Accountant(1)
Assist. Accountant(1)
Bookkeeper(1)

Deputy Warden(1)
Secretary(1)

Medical Officer(1)
Hospital Officer(1)
Asst. Hospital Officers(5)
Dentist(Part time)

Asst. Warden(1)
Sec.(1)
Asst. Warden(1)
Sec.(1)

Principal Officers(5)
Class. Officer(1)
Asst. Class. Officers(2)
Stenos(2)
School teacher(1)
Asst. School Teacher(1)
Phys. Ed. Instructor (1)
Welfare Officer (1)
Chaplains (2)
Parole Officer (1)

Gate House and Towers	A Wing	B Wing	C Wing	D Wing	E Wing	F Wing	G Wing
Supervisors(5) Corr. Oftrs.(20)	Sup.(1) Correctional Officers(5)	Sup.(1) Correctional Officers(5)	Sup.(1) Correctional Officers(5)	Sup.(1) Correctional Officers (5)	Sup.(1) Correctional Officers(5)	Sup.(1) Correctional Officers(5)	Sup.(1) Correctional Officers(5)

S T A F F L I S T

1	Superintendent
1	Deputy Superintendent
4	Assistant Superintendent
1	Accountant
1	Assistant Accountant
2	Bookkeepers
1	Medical Officer
1	Psychiatrist
1	Dentist
1	Hospital Officer
5	Assistant Hospital Officers
19	Clerks
5	Principal Officers
10	Supervising Officers
68	Correctional Officers
1	Classification Officer
2	Psychologists
6	Assistant Classification Officers
2	P.T. Instructors
1	Welfare Officer
1	Chief Vocational Officer
3	Vocational Training Officers
1	School Teacher
1	Assistant School Teacher
1	Chaplain
	Chaplains (part-time)
1	Office Supervisor
1	Personnel Training Officer
1	Steward
2	Assistant Stewards
6	Cooks
1	Storekeeper
1	Assistant Storekeeper
2	Storemen
1	Works Officer
1	Engineer
3	Assistant Engineers
5	Firemen
1	Assistant Works Officer
7	Tradesmen
1	Industrial Supervisor
5	Foremen

Total 179

APPENDIX "E"

Accountant (1)
Asst. Accountant (1)
Bookkeeper (1)

ASSISTANT SUPERINTENDENT (1)

Secretary (1)

ASSISTANT SUPERINTENDENT (1)

Secretary (1)

Office Supervisor (1)
Clerks (2)
Stenos (2)
Inmate Records (1)

Personnel Training Officer (1)

Steward (1)

Asst.
Stewards (3)

Cooks (6)

Storekeeper (1)

Asst.
Storekeeper (1)

Bookkeeper (1)

Clothing
Storeman (1)

Storeman (1)

Works Officer (1)

Engineer (1)

Asst.
Engineers (3)

Tradesmen (7)

Firemen (5)

Industrial
Supervisor (1)

Foremen (5)

Asst. Works
Officer (1)

RECEPTION CENTRE
Capacity: 300 Adult Males
Program: Diagnostic

SUPERINTENDENT (1)
Secretary (1)

DEPUTY SUPERINTENDENT (1)
Secretary (1)

MEDICAL OFFICER (1)

Psychiatrist (1)

Dentist (1)

Hospital Officer (1)

Asst. Hospital Officers (5)

Stenos (2)

Clerks (2)

ASSISTANT SUPERINTENDENT (1)

Secretary (1)

Principal Officers (5)

Classification
Officer (1)

School
Teacher (1)

P.T.I. (2)

Welfare
Officer (1)

C.V.O.(1) Chaplain (1)
V.T.O.(3) Chaplains (part-time)

Psychologists (2)

Asst.
School
Teacher (1)

Asst. Class.
Officers (6)

Stenos (4)

A Wing

Supervising
Officer (1)

Correctional
Officers (8)

B Wing

Supervising
Officer (1)

Correctional
Officers (8)

C. Wing

Supervising
Officer (1)

Correctional
Officers (8)

D Wing

Supervising
Officer (1)

Correctional
Officers (8)

E Wing

Supervising
Officer (1)

Correctional
Officers (8)

F Wing

Supervising
Officer (1)

Correctional
Officers (8)

Gate House
& 3 Towers

Supervising
Officers (4)

Correctional
Officers (20)

APPENDIX "F"

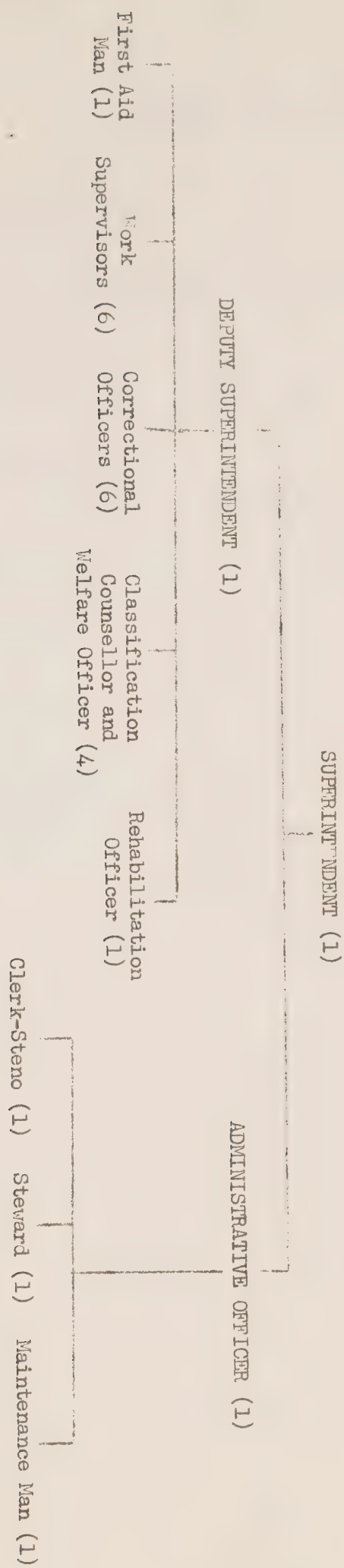
S T A F F L I S T

1	Superintendent
1	Deputy Superintendent
1	First Aid Man
6	Work Supervisors
6	Correctional Officers
1	Classification Officer
1	Rehabilitation Officer and Parole
1	Administrative Officer
1	Clerk-Steno
1	Steward
1	Maintenance Man

Total 21

APPENDIX "F"

FORESTRY OR PUBLIC RECREATIONAL DEVELOPMENT PROJECT
Camp Capacity: 60-75 Inmates
Program: Camp Operations



APPENDIX "G"

Financial Implications

The approximate annual salary costs for each type of institution are as set out hereunder:

Adult male medium security institution for 400 inmates	\$673,200
Young male offenders' institution for 250 inmates plus a reception unit for 75 inmates	683,780
Women's institution for 100 inmates plus a reception unit for 25 inmates	288,290
Preventive detention centre for 375 male inmates	688,800
Adult male reception centre for 300 inmates	
(i) if a separate self-administering institution	757,290
(ii) if administered by another institution	408,390
Forestry camp	89,850

CHAPTER 20

The Selection and Employment of Correctional Staff

This chapter of the Report deals with:

- (1) Appointment of officers and clerical staff;
- (2) Career planning;
- (3) Evaluation of present staff members;
- (4) Personnel selection standards;
- (5) Career prospects;
- (6) Staff designations;
- (7) Uniforms and allowances;
- (8) Promotions;
- (9) Staff discipline;
- (10) Educational staff;
- (11) Medical staff;
- (12) Chaplains;
- (13) Specifications of duties and qualifications of staff members;
- (14) Rating reports on all officers;
- (15) Pay scales; and
- (16) Hours of work.

Our recommendations are:

- (1) Appointment of officers and clerical staff.

Because of the need of developing a full career service in the Corrections Branch (which should involve the posting of officers between the office of the Commissioner, the offices of the Regional Directors, the Parole Service and the institutions) we consider that appointments to positions in the correctional service should be subject to the following conditions:

- (a) the Commissioner, Deputy Commissioners, Assistant Commissioners and Regional Directors should be appointed by the Governor in Council;
- (b) the Commissioner should appoint such wardens, deputy wardens and other administrative or executive officers as are required for the proper administration and management of the

correctional service (whether at correctional institutions, in the Parole Service, at the office of the Commissioner of Corrections, or at the offices of the Regional Directors), and such other subordinate officers and other employees as are necessary for the operation of the correctional service; and

- (c) the clerical staff of the office of the Commissioner of Corrections, the offices of the Regional Directors and the offices of the Parole Service should be appointed by the Civil Service Commission.

(2) Career planning.

The treatment program in corrections commences in the institution and continues in the free community until the inmate is released from legal processes. All correctional officers, whether working in institutions or in the parole field, should have the same basic qualifications, and their careers should be planned to give them experience in both the institutional and the parole officer's roles.

(3) Evaluation of present staff members.

We realize that a large number of officers now serving do not possess many of the qualifications that a correctional officer should have. We recommend an evaluation of present staff members to determine their individual potentialities, and that promising officers be given the training necessary to fit them for advancement in the service.

(4) Personnel selection standards.

We recommend that recruiting should commence immediately for persons who meet the basic standards of the R.C.M.P. recruit, except that married persons should be considered and that the age acceptance level should be based on the maturity of the individual. Personal history evaluation and appropriate personality tests should be used to determine whether the applicant is the understanding, self-disciplined individual required for correctional work.

(5) Career prospects.

To attract suitable people to the service it will be necessary to offer

- (a) a good career in the service;
- (b) an adequate pay scale;
- (c) opportunities for promotion;
- (d) staff training that is progressive and objective; and

(e) professional dignity.

(6) Staff designations.

We suggest changing the designations of "guard" and "keeper" to "correctional officer", "supervising officer" and "principal officer". We consider that "guard" and "keeper" indicate that institutional responsibilities are purely custodial.

(7) Uniforms and allowances.

Inmates wear distinctive types of clothing and we do not understand why the staff should also wear uniforms. Tradition calls for custodial officers to be in uniform but we believe that, eventually, the wearing of military type uniforms by officers in correctional institutions should be abolished.

In the meantime, we think that trades and vocational officers, school-teachers, chaplains and the clerical and the professional staff should not be issued uniforms.

We suggest non-military styles of uniforms for all correctional officers working in institutions other than closed institutions for adult males.

We make hesitant recommendations regarding matrons' dress, but suggest that it should not be too obviously institutional.

There are certain continuing complaints from staff concerning the replacement of uniforms and boots. We suggest that the Penitentiary Service should introduce a clothing credit allowance system whereby an officer is allotted a small monthly sum for uniform upkeep. It would then be his responsibility to replace uniforms and other items issued to him.

(8) Promotions.

Although we feel that senior positions should, where possible, be filled from among the junior officers, we realize that, with an expansion and modernization of the service, it will be necessary to go to other services, both federal and provincial, to get sufficient qualified persons for the positions. However, if our recommended staff training program is implemented, in a few years, all promotions should be possible from within the ranks of the serving officers.

Promotion should be based on performance and qualifications, seniority to be a deciding factor only when all other factors are equal.

Promotion up to the rank of supervising officer should be a regional responsibility.

All other promotions should be the responsibility of the Commissioner's office. Promotion to higher ranks would involve transfers within regions and from region to region, and all members of the staff would be made to understand that such moves would be involved in a fully developed career.

(9) Staff discipline.

We consider that no departure from the intent of the "Penitentiary Service Handbook of Rules for Institutional Officers" is necessary or desirable.

(10) Educational staff.

We recommend that, where possible, school-teachers should be hired on a part-time basis from persons working for local school authorities. We believe that major institutions need a full-time teacher-organizer. However, because school subjects should be taught, in the main, as part of the program of evening activities we consider that the teaching staff should be hired on a part-time basis for those periods.

(11) Medical staff.

Medical officers should be engaged on a part-time basis, except in the case of a major institution. Full-time medical officers should, if possible, be employees of the Department of National Health and Welfare seconded for duty for a number of years to the Correctional Service.

(12) Chaplains.

We recommend that chaplains should be appointed for a period of institutional service by the superior church authorities. Small institutions should be served on a part-time basis by local clergymen.

(13) Specifications of duties and qualifications of staff members.

Specifications of the duties and qualifications necessary for every position in the service should be in written form. All competitions for employment in the service should be by examination based on those specifications.

(14) Rating reports on all officers.

Every year a confidential report of performance and career recommendations should be submitted on each officer. Chapter 20 of our Report sets out a sample report form that would be suitable. From such reports the careers of officers could be planned properly.

(15) Pay scales.

We point out that the types of persons who are needed in the federal correctional service are also recruited by provincial correctional systems, social welfare services and the police forces. All of these have good conditions of service and adequate pay scales. We compare the pay of Correctional Officer, Grade 1, with the median pay of newly-joined constables of four of our larger cities' police forces. The penitentiary officer's pay is the lesser by \$842 per annum. We recommend a general pay increase throughout the service using as a basic factor the pay of a Correctional Officer, Grade 1, raised at least to the median salary rate of a newly-joined police constable.

(16) Hours of work.

We discuss the hours of work of the penitentiary institutional staff officer mainly to point out that time off-duty cannot be regularly taken after 5.00 p.m. and on weekends. The staff hours must be arranged to suit the inmate program and only the most dangerous of inmates should be locked up at 5.00 p.m.. Consequently, with a properly arranged duty roster, overtime should only be an emergency measure.

CHAPTER 21

Correctional Staff Training

This chapter of the Report deals with:

- (1) Development of a comprehensive training program for correctional officers;
- (2) Establishment of a federal correctional training organization;
- (3) Expansion of the program and facilities at the Penitentiary Staff College;
- (4) Training of staff instructors;
- (5) Further training of trades instructors;
- (6) Co-operation from selected universities; and
- (7) Internships and scholarships.

The correctional service lacks adequately trained staff to fill the positions that are required, at many levels, in an expanded and modernized system of corrections. We suggest that the Federal Government should lead the way in correctional staff training, and eventually provide training facilities for the staff of not only the federal service, but also, if so desired, for the provincial services. This not only involves expansion of training facilities within the correctional system itself but also, in co-operation with the universities, the initiation of courses of more advanced training.

Our recommendations are:

- (1) Development of a comprehensive training program for correctional officers.

The program should be designed to train correctional officers in junior appointments so that they are able to carry out their duties efficiently, whether in correctional institutions or in parole work. The program should progress as follows:

- (a) probationary training at a correctional institution;
- (b) a regional formal staff training course;
- (c) continuation of training at the institution; and
- (d) successful passing of suitability tests.

The foregoing program should be carried out in the first year of an officer's service, as follows:

The probationary training period should be the recruit's first three months of service. He should have no custodial or treatment responsibility. He should be introduced to every department in the institution and work under suitable officers in each of them.

The regional formal staff training course should follow the probationary period. The young officer should attend a regional training school for a six- to eight-week course. This course should be designed as the commencement of his professional training. Not only should he be trained in the skills of his work, but he should also be taught something of the theoretical background of correctional treatment.

Continuation of training at the institution should follow the regional staff training course. The officer should be given some responsibility, but his training should continue.

Suitability testing should be carried out at the end of the probationary year. The young officer should be subjected to a series of tests to ensure that he is capable of properly carrying out a correctional officer's duties. On successfully passing these tests, he should be enlisted as a career officer, and given his first annual efficiency pay increase.

All correctional officers should complete, annually, a course of in-service training.

(2) Establishment of a federal correctional training organization.

A chief staff training officer should be appointed at the headquarters of the Corrections Branch. Training policy should be developed by a committee comprising the Deputy Commissioners and the Chief Training Officer. Policy would be implemented by the Chief Training Officer and he would have the over-all responsibility for the complete staff training program. At each regional headquarters, there should be a regional training officer to be responsible for the staff training in the region. At each institution, one officer of the staff should assist the warden in carrying out the staff continuation training. Such a training organization would ensure that the standard of staff training was constant throughout the correctional service.

(3) Expansion of the program and facilities at the Penitentiary Staff College.

We suggest that the Calderwood Penitentiary Staff College in Kingston, Ontario, is ideally located for its functions. It is near several correctional institutions, is not far from Ottawa for its supervision, and is near Queen's University for professional assistance in the instructional program. We recommend that the Penitentiary Staff College instructors be posted on a rotating basis, thus ensuring that those teaching correctional subjects have up-to-date practical experience.

We recommend the establishment, as soon as possible, of five types of courses at the correctional staff college, besides six seminars annually or biennially for different groups of senior or professional correctional officers.

To cater to such a program, the housing facilities must be enlarged. We deal with that matter in Chapter 23.

(4) Training of staff instructors.

To develop sufficient staff instructors, we suggest that the Penitentiary Service should take advantage of the Armed Forces "Method of Instruction" courses.

(5) Further training of trades instructors.

We advocate that trades and vocational training instructors should be trained in correctional duties by giving them a regional staff training course as soon as possible after they have joined the service. We believe that such officers have a custody and treatment role, and that they should be trained for it.

(6) Co-operation from selected universities.

Discussions should be held with university authorities with a view to establishing courses appropriate for the education of correctional workers. Candidates for such training should be recruited from

- (a) suitable officers already employed in the correctional service; and
- (b) suitable applicants, with at least a university entrance standard of education, who show interest in correctional work.

(7) Internships and scholarships.

We propose the establishment of a program of subsidized internship, something along the lines of the Armed Forces Regular Officer

Training Plan. This plan subsidizes university students through the academic years, employs them during the Summer, in return for a contract which stipulates that they serve five years in the Armed Forces on graduation from their universities.

We also recommend that a number of scholarships be established to be used for the benefit of suitable persons who are employed in the federal correctional system.

CHAPTER 22

A Plan for the Development of the Federal
System of Correctional Institutions

This chapter of the Report deals with:

- (1) Over-all federal physical plant needs;
- (2) Future use of the existing federal correctional facilities; and
- (3) Establishment of new correctional institutions.

(1) Over-all federal physical plant needs.

The report of the Fauteux Committee pointed out that overcrowding in federal penitentiaries was a matter of grave concern. It also pointed out that more institutions of a more varied character were required in order to provide suitable classification, segregation and treatment of inmates.

Although some progress has been made in providing additional facilities, such as the institutions at Joyceville, William Head, Valleyfield and, in the future, Leclerc and Springhill, we are of the opinion that, in the federal penitentiary system, there are still these shortcomings:

- (a) extreme overcrowding;
- (b) lack of proper reception facilities;
- (c) inadequate facilities for segregating types of inmates after classification;
- (d) predominantly old institutions built to incarcerate maximum security types of inmates in surroundings where a program, reformatory in aim, is impossible to carry out;
- (e) idleness caused, among other things, by lack of work space;
- (f) inadequate recreational facilities; and
- (g) inadequate inmate educational and social development facilities.

The experience of some of the provincial correctional systems, some of the U. S. State systems, and the success of the minimum security correctional facilities at William Head and Valleyfield, points up the desira-

bility of developing the minimum security camp type of program to the utmost degree. This would enable a great saving in building and staff costs and also provide a healthy, reformatory atmosphere in conditions of hard work for inmates. The development of Canada's natural resources will result from such projects, and this adds to the attraction of this type of program.

However, there are many types of inmates, and a greatly expanded system of institutions of diverse types, grouped on a regional basis, is needed to provide suitable treatment and training for all of them.

We consider that the first step to be taken to achieve this aim is to provide adequately for the inmates who, whether or not the Fauteux recommendations are accepted, will continue to be a federal responsibility. Table I, below, shows the number of inmates, by regions and by types, who were the responsibility of the Federal Government on March 31, 1959:

TABLE I

	Maximum	Medium	Minimum	Young Inmates	Total
Atlantic	152	304	152	146	754
Quebec	361	723	362	409	1855
Ontario	361	725	363	122	1571
Central	110	223	112	28	473
Prairie	158	316	158	86	718
Pacific	180	363	182	85	810
	1322	2654	1329	876	6181

Table II, below, shows the estimated prison population, by regions and types, that, in 1966, will be the responsibility of the Federal Government, if the Provincial and Federal Governments have not reached agreement on the Fauteux Committee's recommendation that the Federal Government should assume responsibility for all persons sentenced to imprisonment for more than six months.

TABLE II

	Maximum	Medium	Minimum	Young Inmates	Total
Atlantic	173	346	174	168	861
Quebec	441	882	441	525	2289
Ontario	441	882	441	126	1890
Central	126	252	126	42	546
Prairie	173	346	174	115	808
Pacific	220	441	221	74	956

In Chapters 6 to 15 of the Report we recommend that programs for the various types of inmates should be carried out in institutions of the capacities and types shown hereunder in Table III:

TABLE III

Type of Institution	Remarks	Capacity
<u>Adult Male</u>		
Reception		300
Maximum Security		400
Medium Security		400
Minimum Security		60-75
<u>Young Offenders</u>		
Reception)	same facility	75
Closed Institution)		250
<u>Females</u>		
Reception)	same facility	25
Closed Institution)		100
<u>Special Institutions</u>		
Drug Addiction Treatment Centre		?
Psychiatric Treatment Centre		40-60

Federal correctional institutions at present operating or under construction are shown in Table IV, as follows:

TABLE IV

	Cells	Hospital	Dissociation	Dormitory
Dorchester	697	36	18	37
Springhill				100
St. Vincent de Paul	1114	23	63	394
Leclerc	500			
Federal Training Centre	67	18	23	400
Kingston	731	79	20	180
Kingston Female	100	6	5	
Collin's Bay	356	20	6	100
Manitoba	454	20	20	
Saskatchewan	636	20	13	24
British Columbia	554	22	18	221
William Head				100
Valleyfield				100
Joyceville	450			

In many instances the accommodation shown in Table IV is antiquated and very little segregation of the various types of inmates is possible due to overcrowding. We recommend that, in the appropriate institutions, the populations be reduced to manageable sizes, and that the facilities be used in a manner that will permit the inmates who participate in the various programs of treatment to be segregated.

(2) Future use of the existing federal correctional facilities.

Table V, below, shows the inmate capacity, by type and in regions, of the federal institutions at present operating or under construction, if the use of such institutions is modified in accordance with our recommendations:

TABLE V

	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
<u>Maximum</u>							
Dorchester	200						200
St. Vincent de Paul		400					400
Kingston			400				400
Stony Mountain				150			150
Prince Albert					200		200
New Westminster						200	200
	200	400	400	150	200	200	1550
<u>Medium</u>							
Dorchester	200						200
Leclerc		500					500
Joyceville			400				400
Collin's Bay			400				400
Stony Mountain				200			200
Prince Albert					250		250
New Westminster						200	200
	200	500	800	200	250	200	2150
<u>Minimum</u>							
Springhill	100						100
Valleyfield		100					100
William Head						100	100
	100	100				100	300
<u>Young Offenders</u>							
Federal Training Centre		350					350
		350					350
<u>Reception</u>							
Dorchester	100						100
St. Vincent de Paul		300					300
Kingston			300				300
Stony Mountain				100			100
Prince Albert					150		150
New Westminster						200	200
	100	300	300	100	150	200	1150
<u>Young Offenders Reception</u>							
Federal Training Centre		75					75

Table VI, below, shows the deficiencies in accommodation for the various types of inmates and by regions by 1966, on the basis of present accommodation. These figures are produced by comparing the 1966 estimated inmate population with the accommodation at present operating or under construction.

TABLE VI

Institution	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
Maximum		41	41			20	102
Medium	146	382	82	52	96	241	999
Minimum	74	341	441	126	174	121	1277
Young Offenders	168	175	126	42	115	74	700
Adult Male Reception							
Female	7	13	34	6	10	55	125
	395	952	724	226	395	511	3203

To accommodate the anticipated surplus of inmates over accommodation by 1966, as shown in Table VI, additional institutions should be provided as set out in Table VII hereunder:

TABLE VII

Institution	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
Reception Centre (adult males)							
Maximum Security (adult males)							
Medium Security (adult males)	1	1			1	1	4
Minimum Security (adult males)	1	6	6	2	3	2	20
Total Adult Males	2	7	6	2	4	3	24
Young Offenders	1	1	1		1	1	5
Female - Closed			1		1		2
Special - Drug Addiction Treatment Centre						1	1
Staff College Building			1				1

If the program we have thus far recommended is put into effect the total institutional accommodation that will be available in 1966, by regions and by numbers and types of inmates, will be as set out in Table VIII, hereunder:

TABLE VIII

Institution	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
Reception Centre (adult males)	100	300	300	100	150	200	1150
Maximum Security (adult males)	200	400	400	150	200	200	1550
Medium Security (adult males)	600	900	800	200	650	600	3750
Minimum Security (adult males)	175	500	450	150	200	250	1725
Total Adult Males	975	1800	1650	500	1050	1050	7025
Young Offenders	250	600	250		250	250	1600
Female - Closed			100		100		200

If, prior to 1966, the Provincial and Federal Governments do reach agreement on the recommendation of the Fauteux Committee and the Federal Government assumes responsibility for the custody and treatment of all persons sentenced, under federal statutes, to imprisonment for more than six months, the proposed accommodation plan will require amendment.

As of March 31, 1959, the total number of persons serving more than six months' imprisonment in Canada was approximately 10,000. Table IX, below, indicates the proportionate increase to be expected by 1966, and shows the total number of persons who, it may be expected, will be serving sentences of more than six months' imprisonment at that time.

TABLE IX

Types of Inmates	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
Maximum Security (adult males)	201	527	765	153	298	338	2282
Medium Security (adult males)	402	1054	1530	306	596	676	4564
Minimum Security (adult males)	200	526	764	153	298	339	2280
Total Adult Males	803	2107	3059	612	1192	1353	9126
Young Offenders	250	600	940	72	367	569	2798
Female Offenders	21	30	75	15	31	120	292

In Table X, below, we show the types of institutions, by regions, that we estimate will be required by 1966 to accommodate the numbers of inmates shown in Table IX. These institutions will be in addition to the federal institutions at present operating and reorganized for use as shown in Table V.

TABLE X

Institution	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
Reception Centre (adult males)			1				1
Maximum Security (adult males)			1				1
Medium Security (adult males)	1	2	2	1	2	2	10
Minimum Security (adult males)	2	7	10	3	4	4	30
Total Adult Males	3	9	13	4	6	6	41
Young Offenders	1	1	4		2	2	10
Female - Closed		1	1		1		3
Special - Drug Addiction Treatment Centre						1	1
Staff College Building			1				1

If the Fauteux recommendation is implemented and the additional institutions that we propose in Table X are built, the total numbers of inmates, by types, that may be accommodated in the respective regions by 1966 are shown in Table XI hereunder:

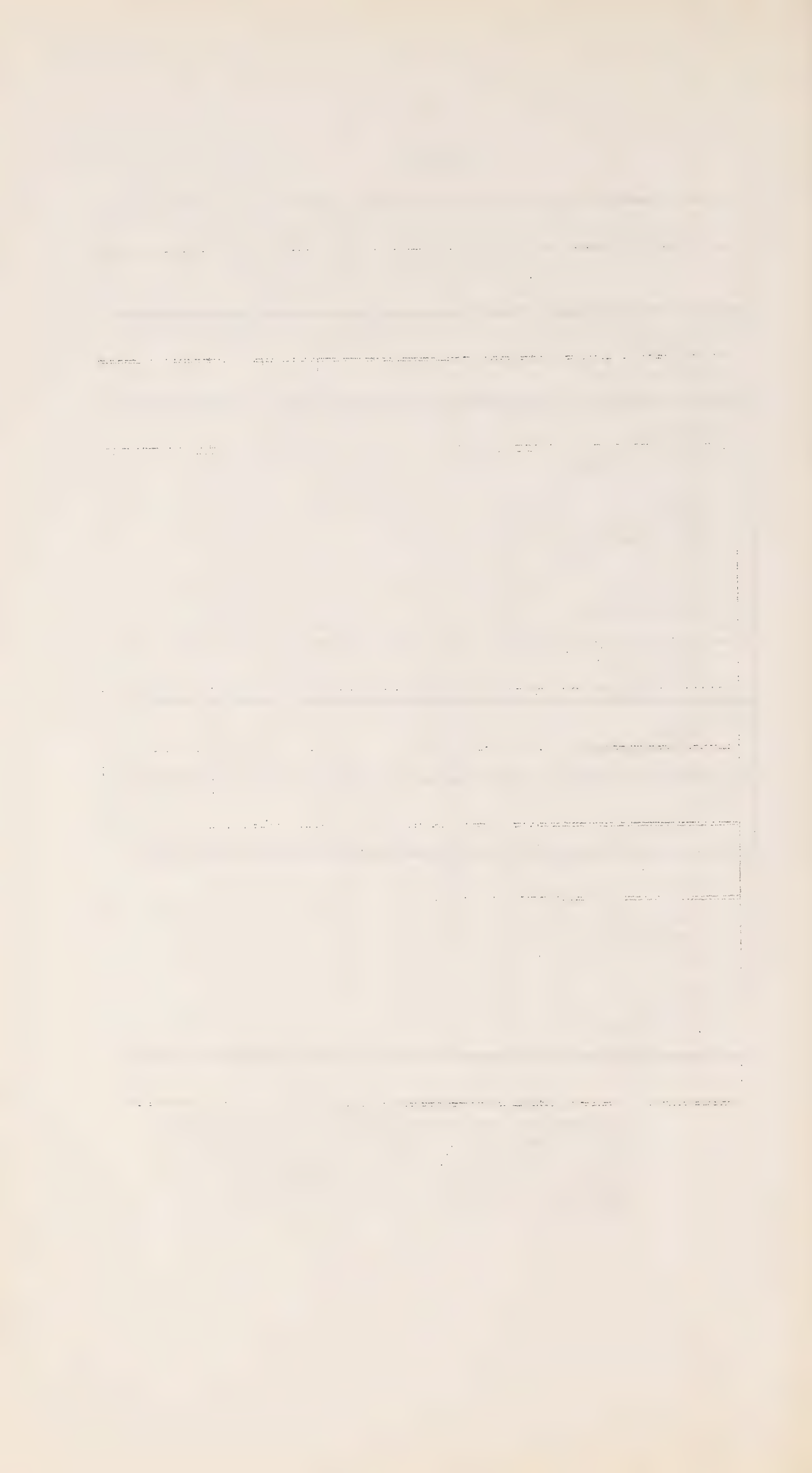


TABLE XI

Institution	Atlantic	Quebec	Ontario	Central	Prairie	Pacific	Total
Reception Centre (adult males)	100	300	600	150	200	200	1550
Maximum Security (adult males)	400	400	800	300	400	400	2700
Medium Security (adult males)	400	1300	1600	400	800	800	5300
Minimum Security (adult males)	250	600	750	200	300	400	2500
Total Adult Males	1050	2300	3150	900	1500	1600	10500
Young Offenders	250	600	1000		500	500	2850
Female - Closed		100	100		100		300
Special - Drug Addiction Treatment Centre						?	
Staff College Building							

(3) Establishment of new correctional institutions.

Emphasis should first of all be placed on a program to reduce the present populations of the federal penitentiaries. This can be accomplished most economically and expeditiously by developing, in conjunction with other governmental departments, suitable camp projects such as reforestation work, public recreational area developments, and similar public works projects. Camps for such projects, housing inmates of minimum security risk, should be established as follows:

Quebec 2 (excluding Valleyfield)
 Ontario ... 2
 Central ... 1
 Prairie ... 2
 Pacific ... 1 (excluding William Head)

Within two or three years the following institutions should be available by regions:

Atlantic ... 1 Young Offenders' Unit

Quebec 1 Adult Male Medium
 Security Unit
 2 Minimum Security Camps

Ontario 1 Young Offenders' Unit
 2 Minimum Security Camps
 1 Institution for Females
 1 Training Building,
 Calderwood

Central 1 Minimum Security Camp

Prairie 1 Young Offenders' Unit
 1 Minimum Security Camp
 1 Institution for Females

Pacific 1 Adult Male Medium
 Security Institution
 1 Drug Addiction Treatment
 Centre

As space in existing institutions becomes available, the remodelling of the present penitentiaries should begin. Reception centres for adult males and psychiatric centres should be established as soon as possible, and penitentiary hospitals should be remodelled to provide adequate hospital facilities for the respective regions.

Hereunder, we show the new accommodation that will be required by 1966. Column (a) applies if the Fauteux recommendation is to be implemented and column (b) applies if it is not to be implemented.

<u>Region</u>	(a) <u>Institution</u>	(b) <u>Institution</u>
Atlantic	1 Medium Security 2 Minimum Security	1 Medium Security 1 Minimum Security
Quebec	1 Medium Security 3 Minimum Security 1 Young Offenders 1 Female	2 Minimum Security 1 Young Offenders
Ontario	1 Reception Centre 1 Maximum Security 2 Medium Security 6 Minimum Security 3 Young Offenders	2 Minimum Security

<u>Region</u>	(a) <u>Institution</u>	(b) <u>Institution</u>
Central	1 Medium Security 1 Minimum Security	
Prairie	2 Medium Security 1 Minimum Security 1 Young Offenders	1 Medium Security
Pacific	1 Medium Security 3 Minimum Security 2 Young Offenders	1 Young Offenders 1 Minimum Security

The building program beyond 1966 will be influenced, to a great extent, by the experiences of the system's operations between now and that time. We foresee the establishment of preventive detention centres, special camps for borderline imbeciles, pre-release centres in larger cities, psychiatric clinics in every region, and regional office buildings designed to accommodate the staff of the regional headquarters. However, much further planning will be necessary to produce data on which to forecast accurately the types and numbers of buildings required and their suitable locations.

We, therefore, can only be very indefinite about the development of the penitentiary program after 1966. Obviously, it will be a continuation of what is done before that time. However, detailed planning for that phase should commence as soon as accurate statistics and informative and accurate data are available as a base on which to plan. We do not anticipate that there will be less than a normal increase of inmate population in accordance with the general Canadian population trend.

The further segregation of inmates by types will, no doubt, call for some reorganization of the use of the existing correctional institutions and certain other institutions may need to be provided. However, progress in accommodation will keep pace with progress in programs only through proper planning.

CHAPTER 23

Institutional Sites, Designs, Development and Engineering

This chapter of the Report deals with:

- (1) Institutional site requirements;
- (2) Institutional design generally; and
- (3) The design of institutions for adult males in camps, male inmates of minimum security risk, male inmates of medium security risk, male inmates in reception, young offenders, female inmates and drug addicts.

Planning for the location, design and development of modern correctional facilities requires consideration of factors that were not essential heretofore. Some of these factors are:

- (a) the need and availability of professional staff;
- (b) access to the facilities of a university, not only for assistance in staff training, but also for carrying out research projects;
- (c) the need to keep pace with changes in the centres of population in Canada, because correctional facilities should be located within reasonable proximity to sentencing courts, so that transportation costs may be kept to a minimum and where family visits to inmates are facilitated; and
- (d) that institutional design is a changing process; the "Bastille-type" of architecture is rapidly passing into history. Unfortunately, prisons of this design have been built on such substantial lines that they stand for decades after their usefulness has ceased.

Our recommendations are:

(1) Institutional site requirements.

Basic institutional site requirements for all institutions, excepting minimum security camps, are:

- (a) Necessary acreage. The site area of any institution must be large enough to provide ample space for buildings and recreational areas and also provide a buffer zone around the institution to prevent encroachment on the privacy of the institution by civilian buildings.

Where a farm program has to be considered when choosing an institutional site, the type of farm program will dictate the acreage required. A program involving beef-raising would need a very large pasturage, but a market garden operation could be developed on a comparatively small plot of land.

- (b) Proper type of soil. The soil must suit the program of the institution. Soil for a farming program must be suitable for the type of farming. In any case, soil should always be fertile, so that the property may be beautified by landscaping. The property should have a well drained surface so that movement on foot is not hindered by large bodies of stagnant water or wet clay.
- (c) Topographical suitability. A hilly site is to be avoided, especially if the terrain is of a sharply rolling variety. Building sites should be level, and recreational areas should be easy to lay out. Areas to be enclosed in a security fence should, if possible, be readily supervised from any point in the enclosure.
- (d) Good building foundation conditions. Every site must have soil conditions that are satisfactory, as a foundation, for the type of institution to be erected.
- (e) Water supply. Institutions should be sited, preferably, where a municipal water supply is available. If this is not possible, there should be an assured supply of good water from wells or streams. If from a stream the water should be tested extensively for contamination and objectionable mineral content.
- (f) Transportation facilities. Institutions should, where possible, be served by rail, road and air. Frequency of the transportation services is most important to any major type of institution.
- (g) Essential services. Sites where municipal services exist or may be developed are to be preferred. Hydro-electric power from assured sources is to be preferred over institutional electric power plants as a source of electrical supply. A municipal sewage system is a better and cheaper method of sewage disposal than the installation of an institutional system. However, the camp type of institution will function quite satisfactorily, with both a small institutional lighting plant and a septic tank sewage disposal system.

- (h) Community facilities. Except for special institutions of the camp type, an institutional site should be near an urban centre. The staff of the institution will wish their children to have proper educational opportunities, and they, themselves, will want access to cultural activities and recreational facilities. Therefore, although siting institutions in built-up areas is to be avoided, they should not be sited in rural settings that are far distant from towns or cities.
- (i) Part-time professional staff. We think that, in keeping with our recommended principles for small institutions of not more than 400-inmate capacity, many professional staff members should be hired on a part-time basis. The types of professional staff required are ordinarily found only in large centres of population.
- (j) Tradesmen suitable as Instructors. All institutions need tradesmen and all tradesmen in institutions should be able to instruct. The larger the population centre, the greater will be the number of tradesmen from whom to choose, and better the chance of getting the best type of individual.
- (k) Favourable public opinion. Correctional facilities should be located only in areas where public opinion is favourable to such projects. This is especially true when sites are sought for minimum security institutions. Favourable public opinion is conducive to good public relations, which, in turn, aid in the social development program for inmates. Moreover, the released inmates' employment possibilities are enhanced when the institutional programs of treatment and training are accepted favourably by the local populace.

We conclude our discussion on site selection with a quote from the American Manual of Corrections:

"Site selection is an extremely difficult and delicate operation. It may easily become involved in political considerations, public hysteria and expediency which can easily result in an initial handicap which no amount of planning ingenuity or administrative skill can ever completely overcome."

(2) Institutional design generally.

Correctional institutions must be secure, and the safe custody of all prisoners must be reasonably assured. Nevertheless, we think that it is undesirable to make a fetish of the fear of escape or the physical safety of the staff.

This, in itself, would constitute a departure from the traditional thinking in prison design, which has been largely based on the view that the possible escape of the prisoner is the one factor to be considered. Again, traditionally, the design of every prison reflected the theory that it must be capable of detaining securely the worst possible prisoner. To build every penal institution on the basis of the worst that may be expected from the worst possible inmate does not make sense. We think that to keep all inmates under such conditions does not tend to make the worst type of offender improve but rather tends to make the better type of offender worse.

Institutions should be designed so that, within them, programs involving different types of training and treatment can be carried on. Most of Canada's penitentiaries have been designed to stand for hundreds of years. They were suitable for the penological programs of one hundred years ago, but they are not suited to modern programs of treatment and training. They were expensive to build and are costly to maintain. We advocate less expensive and less enduring construction so that when, in future, concepts of institutional programs change, as they undoubtedly will, the less expensive building, having served its purpose and given full value for the investment, may be razed and a new building constructed to suit a new program.

- (a) Building costs generally. Institutions described as being of the medium security type are, at present, being erected in the United States of America at a cost of between \$7,000 to \$9,000 per inmate. The Joyceville type of institution has cost, in Canada, between \$10,000 to \$12,000 per inmate, and is also described as being of the medium security type.

We think that Canada should depart from the conventional North American approach in building correctional institutions. We consider that at the present time there are, in Canada, sufficient maximum security facilities to take care of every federal prisoner who is dangerous either to the public or to the penitentiary staff.

Therefore, we suggest that all new correctional institutional construction, except for purposes of maximum security or minimum security camps, should, with a view to enabling substantial savings in costs, incorporate the following factors in design and construction:

- (i) inmates should be housed in two-storey buildings of simple design, enclosing two sides of a square, with the administration buildings and the inmates' service and recreational buildings at opposite ends, the whole enclosing a quadrangle;
 - (ii) basic material in construction should be concrete blocks, which can readily be made by inmate labour at an operating institution close to the new institutional site;
 - (iii) steel bars should be eliminated because they are unnecessary anywhere in the institution;
 - (iv) all rooms and dormitories should be on the outer walls of the buildings for inmate accommodation and should be constructed with detention sash for windows and with wooden doors;
 - (v) plumbing should be congregate for each wing of fifty inmates;
 - (vi) expensive basements should be avoided;
 - (vii) shop areas should be provided in commercial prefabricated buildings of the Butler-type;
 - (viii) where possible, inmate labour should be used in construction; and
 - (ix) generally, simplicity should be the basis of design and construction for all institutions.
- (b) Facilities common to all types of institutions. There should not be any need, within the foreseeable future, for more than one new maximum security correctional institution in Canada. Indeed it may be that, as time goes by, the penological classification processes in Canada will have become sufficiently skilled to rule out the need for such an institution. Therefore, in the ensuing paragraphs, we include in our discussion all types of correctional institutions, except those involving maximum security.

There are certain facilities that are necessary in every correctional institution.

- (i) Admission and release unit. Although eventually, every inmate should commence his institutional treatment in a reception centre, each institution should have its own admission procedure. This is not to duplicate the diagnostic work of the reception centre, but rather to orient the newcomer into the operations of that particular institution. It is here that the program, recommended by the reception centre staff, is related to the facilities available in the institution. At each institution, therefore, there should be an admission unit separate from the main body of the institution.

For administrative economy inmates who are being released may be housed in another portion of the unit used for admission, but in completely segregated surroundings. Here the inmate awaiting release can meet the counsellors who are dealing with his case, and it also is here that he can be fitted out with his discharge clothing.

- (ii) Inmate housing. Inmates must be housed in either rooms or dormitories. Therefore we discuss housing facilities as common features.

It is desirable that every inmate should have the privacy of a single room. This, of course, would add considerably to the expense of construction and it is doubtful whether the added costs involved in a building program calling for a single room for every inmate could be justified. We do think that it is essential for a large proportion of inmates to be in single rooms, especially those inmates who are serving long sentences, who have anti-social habits, or who, on the recommendation of the classification board, should be separated from other inmates. Dormitories should be provided for about half of the total number of inmates. Each dormitory should contain from twenty to twenty-five inmates, but certainly not more than thirty. A dormitory and some single rooms, with ablution and toilet facilities, a day-room and a supervisor's room should, we think, constitute an institutional wing.

- (iii) Sick-bay and medical treatment facilities. Although we have recommended that a hospital should be established in each region, hospital facilities must nevertheless be available at each institution to treat minor illnesses. All inmates should have access to treatment by medical doctors, psychiatrists and dentists. Facilities should be provided in which these officers may properly carry out their duties.
- (iv) Kitchen and dining facilities. We recommend for all institutions a cafeteria-type of dining-room and that no inmate, unless isolated for medical or disciplinary reasons, should eat alone.
- (v) Visiting areas. The areas set aside for the purposes of visiting should be calculated to promote good relations between the inmate and his visitor. Visiting areas should allow a degree of privacy of conversation, although we realize that all visiting must be supervised to some extent. An outside visiting area should be provided for use in fair weather.
- (vi) Auditorium-gymnasium-chapel building. It is not reasonable to recommend that, in a small or temporary institution, separate buildings should be provided to serve as an auditorium, a gymnasium and a chapel, respectively. In the interests of building economy, one building should serve all of these purposes. However, as an institutional project, chapels should be built by inmate labour after the institution is operating.
- (vii) Schoolrooms and library. Every institution needs schoolrooms. Where academic education is part of the main program, more schoolrooms will be required than would otherwise be the case, but the rooms should be of standard design, containing standard equipment, and be designed for the purpose for which they are to be used. Reading may be recreational as well as educational, and libraries for the institutions should be planned with this factor in mind. In conjunction with the libraries there should be quiet reading-rooms where inmates who wish to do serious reading may do so without being disturbed.

- (viii) Disciplinary cell blocks. Dissociation is probably the most effective treatment for nonconformity with institutional rules. Dissociation cells should be constructed in a part of the prison where there is no other inmate traffic and where they can be readily visited by members of the staff. The dissociation cell block should be of maximum security construction.
- (ix) Staff dining-room and lounge. Staff members are required to be in the institution at mealtimes and during a certain amount of their off-duty time. It is therefore necessary to provide a staff dining-room and a staff lounge at each institution.
- (x) Maintenance, trades training and industrial shops. Shops of these types are commonly required in all institutions. They should be designed so that instruction in the various trades is facilitated and, in addition, they should be of a size suitable for the normal work associated with the maintenance and industrial production program.
- (xi) Recreational facilities. Outdoor recreational facilities should be provided in the form of suitable sports fields. These may be developed by inmate labour after the new institutions are operating. Facilities for indoor recreation should be provided by the judicious use of the day-rooms in the institutions. An indoor sports program may be carried out in the auditorium-gymnasium building.
- (xii) Hobby shops. The necessary facilities should be provided for the pursuit of inmate hobbies. These may well be three or four small rooms suitably allocated for different hobbies, or one large room divided into several hobby areas.

We recommend an early study of certain common institutional features with a view to development of a standard design for those features. Where all adult male medium security institutions have a capacity of 400 inmates in rooms and dormitories, young offenders' institutions have a capacity of 250 inmates in similar housing facilities, and shops for certain types of industries and vocational training have the same area of shop space, standard designs would streamline institutional planning, cut down planning

costs, and facilitate accurate building estimates. The following should be features of standard design:

- (a) a standard size and design of an inmate's room;
 - (b) a standard type and size dormitory, which would incorporate a day-room, and toilet and ablution facilities;
 - (c) a standard type of kitchen, with all necessary equipment designed in sub-units for 100 users and capable of being expanded by adding additional units, and allowing extra room space;
 - (d) standard designs of vocational and industrial shops, preferably of a pre-fabricated design similar to the Butler-type of building;
 - (e) a standard design of a gymnasium-auditorium-chapel building;
 - (f) a standard design of a garage; and
 - (g) such other buildings that lend themselves to a standardized plan.
- (3) The design of institutions for specific purposes.
- (a) Adult male (camp projects). As we point out in Chapter 8, the most suitable programs for adult male offenders, who can be trusted in conditions of minimum security, are work camp projects, such as farming, forestry or the development of recreational areas. These camps can be built cheaply. They have been very successful in the Province of British Columbia and in such American States as Michigan and Wisconsin. The State of California Department of Corrections plans to treat at least one-third of its inmates in such conditions.

If possible, forestry and recreational area development camp projects should be long-term operations where inmates can work, within a reasonable radius, out of semi-permanent camps. Projects of five years' duration are acceptable, but buildings for such projects should be capable of dismantling and re-erection.

Sites should be well away from civilian settlements but should be reasonably close to a railway or a good highway.

Camp buildings should be erected to provide facilities for

- (i) housing units (dormitories);
- (ii) cafeteria and kitchen;
- (iii) ablution and toilet facilities;
- (iv) indoor recreation;
- (v) hobbies;
- (vi) camp administration;
- (vii) camp maintenance; and
- (viii) staff duty room.

A camp should be designed to accommodate 60 to 75 inmates under conditions comparable to those of a good civilian construction camp. We estimate that such a camp may be built at a cost of approximately \$100,000.

A standard design for work camps should be developed. The whole facility should be planned so that it may be prefabricated in the workshops of the existing penitentiaries. Prefabrication should include wiring and plumbing. The camp should be capable of being easily transported, the building panels bolting together. We have recommended the establishment of some 21 camps during the next five years or six years. There should therefore be a camp design to facilitate prefabrication in penitentiary workshops. This will not only save money but will provide work for penitentiary inmates. However, the first camps might well be commercial "prefabs", designed to take care of the immediate needs of the service until a prison industry is organized.

- (b) Farm camps. The minimum security farm camps, which we think should operate the farm program on the reserves of existing maximum security institutions, can utilize the outside dormitories already built on the grounds of some of the penitentiaries. Any additional dormitories that are needed can be added.
- (c) Adult male facilities - medium security. This type of institution should be of two-storey design, with the living, dining, recreational and administrative buildings forming a self-enclosing installation. Inmates should live in dormitories or outside rooms, with 100 inmates to a wing and with a day-room for each wing.

Employment and training facilities should be housed in Butler-type buildings, detached from the main institution.

The complete facility should be enclosed with a double chain-link security fence, flood-lighted during the dark hours.

The capacity of the institution should not exceed 400 inmates.

- (d) Adult male reception centres. Reception centres must provide
- (i) maximum security custody;
 - (ii) complete separation from other correctional facilities;
 - (iii) offices and examination rooms for the professional staff;
 - (iv) indoor and outdoor recreational facilities;
 - (v) classrooms and a library;
 - (vi) shops for work and vocational training;
 - (vii) group testing rooms; and
 - (viii) messing facilities.

The program at this type of institution has as its main objective the gathering of information on the background, characteristics, attitudes, and potentialities of each inmate. The institution must therefore be designed with this in mind. As far as possible, every action of the inmate must, at all times, be under staff observation and this factor must be considered in planning.

For the heavily populated regions we recommend well planned reception facilities located near the main sentencing courts. We hesitate, at this stage, to recommend a design for reception centres until research and experience has produced the data necessary to establish what is practicable and desirable in building reception facilities. Accordingly, we recommend that, as the population of the existing penitentiaries is reduced, suitable parts of existing penitentiaries should be set aside as regional reception centres.

- (e) Young offenders' institutions. Special institutions for young offenders should be established in rural settings, but reasonably close to centres of population.

This will enable the general public to participate actively in the rehabilitative program, will enable part-time staff to be hired to assist with inmate activities, and will provide the necessary community amenities for the staff and their families.

The segregation of youth from adult should take place as soon as the prisoner comes from the court. This will involve special, regional reception facilities for young offenders. We recommend, therefore, that an admission and reception unit be incorporated in the design for closed institutions for young offenders.

The general inmate population should be housed in accommodation consisting of small dormitories and single rooms in units not exceeding 50-inmate capacity. The total capacity of the institution should not exceed 250 inmates. Each unit should have its own recreation room. One kitchen, to serve the whole institution, should be located centrally so that a separate dining-room for each unit may be served cafeteria-style from different service counters. There should be the necessary classrooms, hobbycraft workrooms, a combination auditorium and gymnasium, all connected to the housing unit and forming a self-enclosed institution.

The entire facility should be enclosed in a large compound of at least 50 acres, fenced by a double chain-link fence topped with barbed wire. No fence towers should be needed at such an institution. If towers are found to be necessary after the institution has been in operation they can be added quickly.

Good outdoor recreational facilities should be provided inside the compound for the inmates. Work on this project can be done by inmate labour after the institution has commenced to operate.

The landscaping of the grounds can be carried on as the work of a landscape gardening vocational training class.

(f) Women's institutions.

- (i) Locations. Women's correctional institutions should be sited in rural areas but reasonably close to the larger centres of population. This facilitates the acquisition of the part-time staff necessary to help with the program, provides reasonable amenities for the staff, and enables local female service clubs to take an active interest in the inmates.

- (ii) Femininity should influence design.
We recommend that women's institutions should be of a standard size, accommodating 100 inmates, plus reception facilities for 25. In designing such an institution it should be remembered that the inmates will be women and, therefore, as far as possible, characteristics peculiarly feminine should be introduced into the plan. Each inmate should have her own room, and the rooms should be grouped in units of not more than 25. Each unit should have its own sitting-room. Facilities should also be provided in each unit for the inmates to do their personal laundry and other personal chores.
- (iii) Reception. A reception unit of maximum security design is needed to house new inmates during the reception process, which may take from six weeks to two months.
- (iv) Training and recreational facilities.
There should be facilities for outdoor and indoor recreation, a combination auditorium-gymnasium-chapel, school-rooms, a library, hobbycraft facilities, workroom space for both industry and vocational training, a well-equipped laundry where training in laundry procedures may be given, a small hospital, a reception unit and such dissociation rooms as may be necessary. Grounds should be landscaped for beauty and inmates should be encouraged to enhance that beauty.
- (v) Enclosure. As these institutions will have several types of inmates it is essential that each institution be enclosed with some form of a security fence.
- (g) Drug addiction treatment centre. We cannot at this stage recommend a design suitable as a drug addiction treatment centre. The treatment facilities considered necessary by the psychiatrists and psychologists who, presumably, would control the treatment program, will be needed in addition to the facilities of the ordinary correctional institution. Different wings of the institution should provide varying degrees of custody, because the only necessarily common characteristic of the inmates will be that they are drug addicts.

We see the institution consisting of two completely separate facilities, one for males and one for females, each of about 300-inmate capacity, each with a

reception wing of maximum security, and each with six housing wings. Each facility should be enclosed by a double security fence.

Conclusion

We conclude this Chapter by stating that it is obvious that we are not in a position to give details concerning sites, designs or costs of new correctional institutions. We have outlined certain principles that we think must be considered when planning new institutions. Consultations with architects will produce information upon which the functional planning of institutions can be based. We recommend, earnestly, the study of the use of inmate labour for prefabricating building materials and for some parts of the building program. The use of organized construction gangs of inmate labour, working under skilled building superintendents, will not only cut construction costs but will also provide useful training for inmates.

CHAPTER 24

Correctional Planning and Development

This chapter of the Report deals with:

- (1) The establishment of a Planning and Development Section of the Corrections Branch;
- (2) The functions to be performed immediately by the Planning and Development Section;
- (3) The establishment of a Planning and Development Projects Committee; and
- (4) The functions to be performed by the Planning and Development Projects Committee.

It should be possible, on a continuing basis, to determine whether the federal correctional system is operating effectively, efficiently and economically. This has never been done on any planned or scientific basis. There has been a continuing lack of accurate, relevant statistics concerning the operation of the federal correctional system.

For the purposes of detailed planning and development of the federal correctional system it will be necessary to have accurate and relevant information from which sound and relevant conclusions can be drawn and on the basis of which the merits of contemplated reforms in the program can be considered intelligently. It is dangerous to put into effect theories that are based on no information or misinformation and it is wasteful of time and money to attempt to prove assumptions or hypotheses based only on subjective experience, without finding out the facts that are relevant in the circumstances. Once produced, the facts must be interpreted and conclusions must be drawn and acted upon.

Our recommendations are:

- (1) The establishment of a Planning and Development Section of the Corrections Branch.

We would expect, through the operation of such a section, that the following advantages would be obtained: the more effective use of existing staff and facilities in the correctional field and more realistic planning of staff and facilities for the future; more adequate evaluation of existing and proposed legislation in the correctional field; greater efficiency in the expenditure of public moneys for correctional purposes; readier recognition of the need for planning, developing and, from time to time, altering correctional programs; and a reduction in the inefficiency that inevitably results in any organization from the purely subjective approach based on intuition or informal experience.

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE

1911

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE

1911

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911
THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911
THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911

1911

THE JOURNAL OF THE
ROYAL ANTHROPOLOGICAL INSTITUTE
1911

- (2) The functions to be performed immediately by the Planning and Development Section.

The Planning and Development Section should, as soon as possible after it is established:

- (a) prepare, in conjunction with the Dominion Bureau of Statistics, the R. C. M. Police, the National Parole Board and the Departments of the Attorney General of the provinces, a plan for reporting, recording and compiling standardized statistical information which can be relied upon for all necessary or desirable purposes of correctional planning, as well as evaluation of correctional program and methods;
- (b) make recommendations concerning the extent to which and the circumstances in which special research projects in the correctional field might, with advantage, be entrusted to Canadian universities that are prepared to undertake the work;
- (c) prepare for consideration by the Planning and Development Projects Committee, referred to below, a list of correctional research projects which are considered by the section to be of the most immediate importance, with explanatory detail suggesting appropriate methods of inquiry and the estimated cost of each project; and
- (d) prepare a bibliography of correctional literature that will form the basis of a continuing, up-to-date library designed to serve the purposes of the Corrections Branch and the Criminal Law Section of the Department.

- (3) The establishment of a Planning and Development Projects Committee.

Coincident with the establishment of the Planning and Development Section there should be constituted a Planning and Development Projects Committee, under the chairmanship of the Commissioner of Corrections, with the following members: the Commissioner of the R. C. M. Police, the Commissioner of Penitentiaries, the Chairman of the National Parole Board, the Director of the Criminal Law Section, the Chief of the Judicial Section of the Dominion Bureau of Statistics and such additional members as, from time to time, it may seem appropriate to the Minister of Justice to appoint.

- (4) The functions to be performed by the Planning and Development Projects Committee.

The functions of the Planning and Development Projects Committee should be, in general, to advise the Minister of Justice

concerning general research policy and, in particular, concerning

- (a) the choice of individual research projects,
- (b) proposed appropriations and expenditures for the purpose of correctional research, including grants to universities engaged or proposing to become engaged in research projects,
- (c) the publication of reports prepared by the Planning and Development Section, and
- (d) the desirability of making available, for private research purposes, the facilities and records of the federal correctional agencies.

CHAPTER 25

The Role of the University in Federal Corrections

This chapter of the Report deals with:

- (1) The type of person for whom specialized university training in corrections should be available;
- (2) The types of university training that should be available; and
- (3) The immediate course to be followed with a view to making more university training available.

There are certain fundamental considerations: The fields of probation, institutions, parole and after-care have a common purpose, have an integrated operation, and workers in those fields should be taught and trained accordingly; correctional work is a form of professional work in its own right and should not be treated as a poor relation of social work generally; in the long run, substantial numbers of new employees in corrections will have to be recruited from persons who, initially, have received specialized training in the universities in corrections; and the program for university training of correctional workers generally should be one that will enable the individuals who participate in it to discover and develop their potential abilities in the field.

- (1) The type of person for whom specialized university training in corrections should be available.

University training should be available for

- (a) those who select correctional work as a career and wish to prepare themselves academically for it before embarking upon it; and
 - (b) those who, from time to time, are already employed in correctional work at a substantially responsible level and who will profit from specialized, academic training designed to fit them for positions of greater responsibility in corrections.
- (2) The types of university training that should be available.

The only specialized training in corrections that is available at universities in Canada is as follows:

The University of British Columbia has a chair of criminology; the University of Montreal has a delinquency and crime section within its Institute of Psychology; the School of Social Work of the University of Toronto has two courses in corrections for social work students.

We think that there is no real hope of finding the correctional workers that the federal and provincial systems and private after-care agencies require unless a number of Canadian universities, preferably located near to federal correctional facilities, are prepared to develop curricula designed to provide undergraduate training, graduate training, extension courses, seminars, conferences and special lectures in corrections and to do correctional research.

- (3) The immediate course to be followed with a view to making more university training available.

We are not prepared to speculate concerning the attitude that any Canadian university might take toward the proposal that they should embark upon programs of correctional training such as we recommend. However, the developments that we contemplate for the later phases of our Report will not be possible unless the universities have, by that time, begun to produce academically trained workers in quantity. That can only happen if the universities commence forthwith to establish the necessary academic programs.

We think that the first step should be to ascertain what universities in Canada are interested in establishing academic programs in corrections and the extent to which they are interested. The interested universities should then be asked what problems, including financial problems, they foresee in developing their academic programs and in what way and to what extent is the assistance of the federal and provincial governments necessary in order to solve those problems.

The foregoing information can, presumably, be obtained by correspondence. When it has been obtained and the Minister knows the number of interested universities and the nature of the problems involved, he will be in a position to attempt to formulate a policy under which an appropriate degree of assistance, financial or otherwise, may be granted to the universities concerned.

CHAPTER 26

Public Information in the Field of Corrections

This chapter of the Report deals with:

- (1) Principles governing a public information program;
- (2) Correctional information staff;
- (3) Public information concerning institutions;
- (4) Public information concerning parole and statutory supervision;
- (5) The role of voluntary after-care agencies in public information;
- (6) The role of the church in public information; and
- (7) The role of schools and universities in public information.

There is need for a continuing program designed to supply information to the public that will enable it to understand the purposes and practices of the correctional system. Unless the public is informed concerning the operation of that system it will be unable to play its full and proper role in the rehabilitation of the offender.

(1) Principles governing a public information program.

These principles are:

- (a) the objective of the public information program should be to develop a broader public understanding of the purposes of the correctional system and the means by which the system attempts to achieve those purposes;
- (b) information concerning the objectives, advantages and mode of operation of the correctional system should be made available to the public in a continuing, orderly manner in understandable terms;
- (c) information that is made available to the public should ordinarily relate to the operation generally of the correctional system or its several parts and not to individual offenders;
- (d) information concerning the manner in which the correctional system is being applied to an identified, individual offender should not be made available to the public except on those rare occasions when the public interest may be served better by doing so than by not doing so; and

- (e) information should be made available to the public through all available media of communication.

(2) Correctional information staff.

Federal correctional information services will eventually require a full-time director, but the appointment of such a director will probably not be necessary until the broad correctional program enters its second phase. During Phase One the program can be carried on satisfactorily with the assistance of a private organization. When regional organizations have been developed one staff member at each regional headquarters should act as regional information officer. One member of the staff at each institution should be appointed to act as institutional information officer in addition to his other duties.

(3) Public information concerning institutions.

The best means of creating public interest in any aspect of the correctional system is to allow individual members of the public to see the system in operation at close range. This can be done, where institutions are concerned, by arranging for citizen participation in institutional programs, arranging organized visits to institutions by local groups, developing a system of prison visiting on an individual basis by members of local prisoners' aid societies, participation by selected inmates in local athletic, social and cultural activities and distribution to the public of inmate magazines and other periodicals.

There should be a policy of full and frank disclosure to the press, radio and television agencies of information relating to the purposes and mode of operation of the institutional system.

(4) Public information concerning parole and statutory supervision.

The information program should enable the distribution to the public, through all the mass media, of information concerning parole policy and practice. The Parole Board should publish an annual report of its work and should develop digests, pamphlets and brochures that will tell graphically the various phases of the parole operation.

(5) The role of voluntary after-care agencies in public information.

The agency, being independent, must decide to what extent it is prepared to play a role in the field of public information concerning corrections. To the extent that it does so,

the Federal Government should take this into account in granting financial assistance to the agency.

(6) The role of the church in public information.

There should be discussions between the federal correctional authorities and the church authorities concerning the church's function in the correctional system.

(7) The role of schools and universities in public information.

Some early instruction in correctional principles and practice should be given to young Canadians. The Department of Justice should take the initiative in bringing to the attention of provincial educational authorities the desirability of including in school and university curricula relating to social problems a suitable amount of appropriate instructions concerning the problems of crime and corrections.

[illegible]

NOV 18 1978

NOV 27 1978

NOV 16 1981

Nov 4, 82

HV
9108
A47

Canada. Dept. of Justice.
Correctional Planning
Committee
Summary of recommen-
dations contained in the
report

DATE DUE

BORROWER'S NAME

HV
9108
A47

Canada. Dept. of Justice.
Correctional Planning
Committee
Summary of recommenda-
tions contained in the
report

Criminol

